Calendar No. 737

100TH CONGRESS } SENATE { REPORT
2d Session } { 100-387

TREASURY, POSTAL SERVICE, AND GENERAL GOVERNMENT APPROPRIATION BILL, 1989

JUNE 17, 1988.—Ordered to be printed

Mr. DECONCINI, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.R. 4775]

The Committee on Appropriations, to which was referred the bill (H.R. 4775) making appropriations for the Treasury Department, the United States Postal Service, the Executive Office of the President, and certain Independent Agencies for the fiscal year ending September 30, 1989, and for other purposes, reports to the Senate with various amendments, and presents herewith information relative to the changes recommended.

Amount of bill as passed by House	$16,113,771,000
Amount of decrease by Senate	−196,257,000
Amount of bill as reported to the Senate	15,917,514,000
Amount of estimate	[1] 16,163,725,000
The bill as reported to the Senate:	
Above the appropriations provided in 1988	+790,815,000
Under the estimates for 1989	−246,211,000
Below the House bill	−196,257,000

[1] Includes USPS budget request of $527,482,000 for payment to Postal Service fund.

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GENERAL STATEMENT AND SUMMARY OF THE BILL

The accompanying bill contains recommendations for new budget (obligational) authority for the Treasury Department, the United States Postal Service, the Executive Office of the President, and certain independent agencies for the fiscal year ending September 30, 1989.

The Committee considered budget estimates for fiscal year 1989 in the aggregate amount of $16,163,725,000. Compared to that amount the accompanying bill recommends new budget authority totaling $15,917,514,000, which is $246,211,000 less than the amount requested by the administration and $196,257,000 below the House-passed bill.

The Committee recommendations are also $9,778,000 below the section 302(b) allocation for budget authority for the Treasury, Postal Service, and General Government Appropriation bill and approximately $3,561,000 below the 302(b) allocation for outlays for the bill.

REPROGRAMMING REQUIREMENTS

The Committee directs that approval of the House and Senate Committees on Appropriations shall be required for any reprogramming request from an agency, department, or office, when the amount involved is in excess of $500,000, or 10 percent, whichever is greater, in any object class, budget activity, program line item, or program activity. The Committee also requires reprogramming approval by the Committees on Appropriations of the House and Senate if it is clear that such a reprogramming would result in a major change contrary to the program or item presented to and approved by the Committee or the Congress, or if the cumulative effect of past reprogramming actions added to the new action under consideration would exceed the reprogramming dollar threshold established by the Committee in this report.

The Committee notes that the conditions outlined in this report apply only to funds included in appropriation accounts and the Federal Buildings Fund. It excludes other revolving funds since revolving fund programs are generally based on demands from external sources and changes to them do not represent a conscious, discretionary change in programs, projects, or activities. However, the Committee does expect the U.S. Customs Service to report reprogramming actions within the Customs user fee accounts to the Committee on Appropriations of the House and Senate in accordance with the restrictions and guidelines outlined in this report.

The Committee expects the justifications for proposed reprogramming actions to be clear and strongly documented. Furthermore, except in extraordinary circumstances, reprogramming proposals will not be approved by the Committee with less than 45 days left in the fiscal year, nor will they be approved if they propose actions that would effectively reverse previous congressional directives.

TRANSFER OF FUNDS BETWEEN APPROPRIATION ACCOUNTS

The administration has requested limited authority for the Secretary of the Treasury and the Administrator of General Services to transfer funds between appropriation accounts of the Department of the Treasury and General Services Administration, respectively. For the Secretary of the Treasury, a 2-percent transfer authority is being requested, while the Administrator of GSA is requesting authority to transfer up to 1 percent between appropriation accounts for mandatory requirements.

The Internal Revenue Service has requested authority to transfer up to 4 percent between its appropriation accounts.

The Committee recommends that the Secretary of the Treasury be granted authority to transfer up to 2 percent between appropriation accounts. The Committee has also recommended that the Administrator of General Services be allowed to transfer up to 1 percent between appropriation accounts during fiscal year 1989. The Committee has reluctantly agreed with the House in approving the 4-percent transfer authority for IRS. These transfers will be requested only in emergency situations when the need for such transfer is unforeseen and absolutely critical to the mission supported by the affected appropriation account, and only with prior approval of both the House and Senate Committees on Appropriations.

The Committee is concerned that in the past even such limited transfer authority has been overutilized and often used by the agencies for reorganizations that have major policy implications. Such transfers are interpreted by the Committee as circumventing the appropriations process and will not be tolerated. Nevertheless, the Committee acknowledges that circumstances do arise during the course of a year whereby a shift of small amounts of money from one account to another at Treasury and GSA could make a significant impact on the agency's ability to address unforeseen contingencies. Therefore, the Committee has granted limited transfer authority for fiscal year 1989 as outlined above.

DEFINITION OF PROGRAM, PROJECT, AND ACTIVITY AS PROVIDED FOR BY PUBLIC LAW 99-177

During fiscal year 1989, for purposes of the Balanced Budget and Emergency Deficit Control Act of 1985 (Public Law 99-177), as amended the following information provides the definition of the term "program, project, and activity" for departments and agencies under the jurisdiction of the Treasury, Postal Service, and General Government Subcommittee. The term "program, project, and activity" shall include the most specific level of budget items identified as a dollar amount in the Treasury, Postal Service, and General Government Appropriations Act, 1989 (H.R. 4775), the House and Senate committee reports (H. Rept. 100-679, and this Senate report), and the conference report and accompanying joint explanatory statement of the managers of the committee of conference accompanying that act. (Under the above definition, the Federal Buildings Fund, the Bureau of Engraving and Printing Fund, and other intragovernmental funds are exempt under section 255(g)(1) of Public Law 99–177).

In implementing a Presidential Order, departments and agencies shall apply the percentage reduction required for fiscal year 1989 pursuant to the provisions of Public Law 99–177, as amended, to each budget item that is listed under said accounts in the budget justifications submitted to the House and Senate Committees on Appropriations as modified by subsequent appropriations acts (including joint resolutions providing continuing appropriations), and accompanying House and Senate Committee reports, conference reports, or joint explanatory statements of the committee of conference.

TOTAL FUNDING FOR TREASURY, POSTAL SERVICE, AND GENERAL GOVERNMENT PROGRAMS

In addition to the new obligational authority recommended in the accompanying bill, additional significant sums are made available each year for the Treasury Department, the Office of Personnel Management, and other independent agencies under permanent indefinite authority which do not require consideration by the Congress during the annual appropriations process. The sum total of permanent new budget authority requested for these Federal funds and trust funds is $258,112,489,000 in fiscal year 1989, an increase of $8,309,124,000 over current year levels.

The principal items in these categories include: payment of interest on the public debt which alone is anticipated to reach $220,267,131,000 in fiscal year 1989; interest on Internal Revenue Service refunds of income tax payments, $1,793,000,000; payment of claims, judgments, and relief acts, $313,020,000; payments in connection with the Civil Service Retirement and Disability Fund, $60,031,451,000; and Federal Retirement Thrift Investment Board, program expenses, $15,908,000.

The Committee also establishes limitations on the use of certain funds within the agencies covered by this act.

In addition to the agencies whose funds are derived from direct appropriations, there are other agencies that operate under authorities which exempt them from congressional review, in whole or in part, during the annual appropriations process or, as a matter of fact, from any other regular oversight by the Congress. For example, the U.S. Postal Service, under the Postal Reorganization Act, is authorized to use all of its income from postage and services for its own purposes and to request an appropriation from the Congress for certain subsidies. Therefore, normally only the amount of the subsidy requirement is regularly reviewed by the Congress. In the Treasury Department, the Office of the Comptroller of the Currency, whose income is derived principally from assessments paid by national banks, is exempt from congressional review, because such assessments are not construed under law to be Government funds.

AGENCY ADHERENCE TO ESTIMATES CONTAINED IN BUDGET JUSTIFICATIONS

The Committee believes that the agency budget justifications presented each year outlining the assumptions contained in the President's annual budget should accurately reflect the proposed allocation of resources and activities within the agency budget plan for the coming fiscal year. At the same time, the Committee is cognizant of the fact that economic conditions; program changes; congressional directives; and other unforeseen circumstances often change the assumptions which are built into the President's budget submission in the first few months of the calendar year. Nevertheless, the Committee expects every agency funded in this bill to closely adhere to the estimates presented in their annual budget justifications to the Committee, including its object classification tables, unless funding levels for programs, projects, and activities are specifically altered by the Committee and/or the Congress.

In this regard, the Committee expects to receive periodic notification from the agencies if and when they intend to alter the mix of programs, projects, activities, or funding assumptions initially presented in their fiscal year 1989 budget justifications which do not require a formal reprogramming action in accordance with this report.

ABSORPTION OF 4-PERCENT PAY RAISE

Title VI of the bill contains a Governmentwide provision mandating a 4-percent pay increase for both civilian and military Federal employees. The Committee has also included in title VI of the bill (section 627) a provision that would direct the agencies to absorb the effect of this pay increase from within the aggregate appropriations provided to those agencies and departments.

The Committee is particularly concerned about the potential effect of this absorption directive upon personnel levels in the law enforcement and other agencies covered by this bill. The Committee believes that every effort must be made by each agency not to reduce personnel levels in order to accommodate the 4-percent pay adjustment. The absorption of the pay should be taken in low-priority areas, such as travel, and other object class activities having the least impact on staffing.

TITLE I—DEPARTMENT OF THE TREASURY

DEPARTMENTAL OFFICES

SALARIES AND EXPENSES

1988 appropriation to date	$55,681,000
1989 budget estimate	83,681,000
House allowance	[1] 59,618,000
Committee recommendation	83,000,000

[1] House has proposed separate accounts for salaries and expenses and international affairs.

The Committee recommends an appropriation of $83,000,000 for salaries and expenses for Departmental Offices of the Treasury Department, including the international affairs function. The House has provided for separate appropriations for international affairs and for the "Departmental Offices, salaries and expenses" account. The amount provided by the Committee is $681,000 less than the aggregate House allowance for the two accounts and the budget estimate for the combined accounts.

The Committee has recommended approval of the President's proposal to combine the salaries and expenses and international affairs functions within one account. The Committee again sees no good reason to separate these two activites so long as the Department and the Secretary continue to provide extensive detail in their annual budget justifications regarding the international affairs activity. The following table reflects the President's proposed budget request for salaries and expenses of the Treasury Departmental Offices under the one account approved by the Committee and breaks out the international affairs subactivity in detail:

SUBACTIVITY DISTRIBUTION

[Dollars in thousands]

	Fiscal year 1989—					
	Salaries and expenses		International Affairs		Total	
Activity	Average positions	Amount	Average positions	Amount	Average positions	Amount
Secretarial policy and program development:						
Executive direction	15	$1,058	19	$898	34	$1,956
Public, legislative, and international affairs	48	2,487			48	2,487
Legal staff	53	2,637	16	889	69	3,526
Enforcement	42	2,305			42	2,305

SUBACTIVITY DISTRIBUTION—Continued

[Dollars in thousands]

	Fiscal year 1989—					
	Salaries and expenses		International Affairs		Total	
Activity	Average positions	Amount	Average positions	Amount	Average positions	Amount
Secretarial policy and program development—Con.						
Tax policy	105	5,281	25	1,334	130	6,615
U/S for finance	110	5,304			110	5,304
Subtotal	373	19,072	60	3,121	433	?2,193
Inspector general	114	5,673			114	5,673
International affairs:						
Assistant Secretary (International affairs)			21	1,229	21	1,229
Arabian Peninsula affairs			28	1,639	28	1,639
Trade and investment policy			39	2,283	39	2,283
International monetary affairs			73	4,274	73	4,274
Developing nations			62	3,631	62	3,631
Subtotal			223	13,056	223	13,506
Departmental management and administration:						
Assistant Secretary (Management)	2	70	1	75	3	145
Office of Security	11	562			11	562
Departmental finance and management	106	5,150		28	106	5,178
Departmental information systems	34	1,897		57	34	1,954
Administration	110	6,591	67	2,101	177	8,692
Automated Systems Division	3	5,946	9	463	12	6,409
Centralized services		2,020		568		2,588
Subtotal	266	22,236	77	3,292	343	25,528
Building maintenance and operations:						
Facilities maintenance	52	3,648	19	1,480	71	5,128
Office of the Curator	6	491			6	491
Space and utilities		7,925		3,114		11,039
Subtotal	58	12,064	19	4,594	77	16,658
Repairs and improvement		573				573
Total, direct funding	811	59,618	379	24,063	1,190	83,681

The Departmental Offices function of the Treasury Department provides basic support to the Secretary in his roles as the chief financial officer of the Government, major policy advisor to the President and executive director of the Treasury Department. The Secretary's responsibilities include: recommending and implementing U.S. domestic and international economic policy, fiscal policy and tax policy; managing the fiscal operations of the Government; managing the public debt; overseeing the major law enforcement functions carried out by the Treasury Department; serving as the U.S. representative to the various international financial organizations; and directing the general administrative operations of the Treasury Department.

In support of the Secretary, the Departmental Offices function provides policy formulation and implementation in areas such as tax and economic affairs, trade and financial operations and general fiscal policy. This function also provides advice and technical assistance on administrative and legislative programs and establishes and coordinates departmental administrative policies in areas such as budget, accounting, personnel, procurement, information systems development and management, telecommunications, and equal employment opportunity.

The international affairs programs involve the formulation and execution of Treasury policy in a wide range of important economic areas. This activity includes those offices responsible for providing staff analysis and support for the Secretary and other senior officials involved in formulating and implementing international economic and financial policies. The issues involved within this activity include: international monetary affairs; international development financing policy; U.S. policy toward and participation in the work of the various international financial organizations; international economic analysis; international trade and investment policy; financial aspects of commodities and natural resources policy; and relations with the oil-producing countries of the Arabian peninsula.

The Committee has recommended a reduction of $681,000 below the budget request. This amount of reduction should be applied to the international affairs program in fiscal year 1989.

MAINTENANCE AND REPAIRS PROJECTS

The Treasury Department is responsible for building maintenance and repairs for the main building. Currently Departmental Offices funds maintenance and repair projects from two activities, that is, the repair and improvements activity and the buildings maintenance and operations activity. The repair and improvements activity funds planned future year projects that generally cannot be obligated within the fiscal year. The buildings maintenance and operations activity should allow performance of less complex projects that might arise such as a repair to an unsafe condition or other unplanned projects.

Currently, there is confusion as to which activity these projects are to be charged.

The Committee understands the need for the maintenance and operations activity to fund and charge minor repairs and unplanned projects to the salaries and expenses appropriation.

It is the Committee's intention that the distinction between projects which could be funded from the buildings maintenance and operations activity and the repairs and improvements activity be based on the complexity of the project and the time necessary to complete the project, rather than the dollar amount.

The criteria for rehabilitation and repair projects budgeted through the salaries and expenses appropriation for the buildings maintenance and operations activity are that it requires minor planning and design, requires quicker turnaround for submittal, contractual considerations are less involved; work may be accomplished by facilities and management within the Departmental Offices; and obligations can be accomplished within the fiscal year for which funds are available.

The criteria for budgeting in the repairs and improvements activity are: future year project planning and design, extensive engineering requirements, obligations generally cannot be accomplished within the fiscal year appropriations, and projects are substantial in terms of capital investment.

INTERNATIONAL AFFAIRS

1988 appropriation to date	$23,422,000
1989 budget estimate	....
House allowance	24,063,000
Committee recommendation	....

The Committee has recommended consolidation of the "International affairs" account into one "Departmental Offices, salaries and expenses" account as requested by the President. The House has proposed a separate appropriation account for the international affairs function within the Office of the Secretary of the Treasury.

The Committee believes that certain administrative savings can be achieved through consolidation of the "International affairs" account into the "Departmental Offices, salaries and expenses" account. Furthermore, the Committee knows of no abuses or misuse of funds within the international affairs functions that would warrant a separate appropriation account as recommended by the House. At the same time, the Committee directs the Secretary of the Treasury to provide a detailed analysis and breakdown of the international affairs activities of the Treasury Department in the annual budget justification document that is presented to the Committee each year in support of the President's budget. The detailed analysis of the international affairs activities of Treasury should include an object classification breakdown which reflects funding for the prior fiscal year and the current year budget request.

The Committee notes that the fiscal year 1989 budget justifications did not contain an adequate breakdown of the international affairs activities within the "Departmental Offices" account, and it fully expects the Secretary to provide such detail in the fiscal year 1990 budget justifications submitted to the Committee.

FEDERAL LAW ENFORCEMENT TRAINING CENTER

SALARIES AND EXPENSES

1988 appropriation to date	$28,672,000
1989 budget estimate	26,525,000
House allowance	31,018,000
Committee recommendation	34,664,000

The Committee recommends an appropriation of $34,664,000 for salaries and expenses of the Federal Law Enforcement Training Center [FLETC]. This amount is $8,139,000 more than the budget request, and is $3,646,000 more than the House allowance.

The Federal Law Enforcement Training Center provides the necessary facilities, equipment, and support services for conducting basic and advanced training for Federal law enforcement personnel of the participating organizations. Center personnel conduct the instructional programs for the basic recruit training and also selected portions of the advanced training. In addition, the Center furnishes training on a space-available basis to personnel from several Federal organizations which are not formal participants under the memorandum of understanding.

In October 1982, the President directed that a National Center for State and Local Training be established as a part of the Federal Law Enforcement Training Center. The major program goals are to present advanced and specialized program offerings and to provide basic technical assistance to State and local law enforcement agencies. Fiscal year 1985 was the first year in which partial funding for this activity was provided in the FLETC appropriation.

In fiscal year 1989, the President has requested $26,525,000 which is a decrease of $2,147,000 from the fiscal year 1988 appropriations level of $28,672,000. The net decrease of $2,147,000 includes an increase of $860,000 for maintaining current levels, a program decrease of $2,590,000, productivity savings of $41,000, Federal Employees' Retirement System reduction of $289,000, and a $87,000 reduction to offset 50 percent of the fiscal year 1989 pay increase. The program decrease involves 3,333 students and 22,972 student-weeks of training in the basic training programs of the Center. This appropriation request anticipates that the funded average resident student population [ARSP] will decrease from the fiscal year 1988 level of 1,323 to a fiscal year 1989 level of 881.

The Committee notes that in fiscal year 1988, FLETC was authorized a base level of 325 full-time equivalent positions. The Committee also notes that FLETC's training requirements continue to increase significantly and are projected to exceed 30,000 students in fiscal year 1989. Additionally, the Committee is recommending that FLETC assume responsibility for the adaptation and operation of a new satellite facility in Artesia, NM, beginning in fiscal year 1989. The Committee, therefore, directs that the direct FTE level for FLETC be increased to 425 for fiscal year 1989. The Committee believes that this increase is the minimum necessary to support FLETC's ongoing training requirements and the drug enforcement-related initiatives of the Congress. In view of the extremely high training demands which continue to be placed on FLETC by its 63 participating organizations, particularly for mandated, entry-level basic training, the Committee wants to ensure that FLETC is adequately staffed. In addition to the base level of 425 direct FTE, the Committee directs that FLETC be given latitude to obtain temporary, reimbursable, and nonreimbursable detail personnel from participating agencies as the need is dictated.

Therefore, the Committee has recommended an appropriation of $34,664,000, $8,139,000 over the budget estimate, for FLETC in fiscal year 1989. This level of funding will restore the proposed budget reductions recommended by the President; allow FLETC to better meet its basic training obligations for its client agencies; and provide an additional 100 FTE to address the growing training workload at this vital national law enforcement training center.

ESTABLISHMENT OF TWO APPROPRIATIONS ACCOUNTS FOR FLETC

The Committee proposes two appropriation accounts for the Federal Law Enforcement Training Center, rather than the traditional one account for salaries and expenses. The Committee establishes a new "Acquisition, construction, improvements, and related expenses" account that will fund primarily acquisition of FLETC facilities; construction; renovation; operation and maintenance; and equipping of new and existing FLETC facilities in accordance with their short-term and long-range master plans for facilities improvements; and associated costs relating to such acquisitions; construction; renovation; and other improvements at Glynco, GA; Marana, AZ; and the new satellite facility of FLETC in Artesia, NM. The Committee believes that it is important to separate the basic, ongoing training and personnel costs from the no-year acquisition, construction, improvements, and related expenses and the activities that are required to maintain FLETC capital assets and facilities.

The House has made no similar recommendation regarding the establishment of a second FLETC appropriation account in fiscal year 1989.

ACQUISITION, CONSTRUCTION, IMPROVEMENTS, AND RELATED EXPENSES

1988 appropriation to date	
1989 budget estimate	
House allowance	
Committee recommendation	$25,000,000

The Committee recommends a fiscal year 1989 appropriation of $25,000,000 to remain available until expended for acquisition, construction, improvements, and related expenses at the Federal Law Enforcement Training Center. This amount is $25,000,000 more than the budget request and the House allowance. Neither the President nor the House have proposed the establishment of this new appropriation account for FLETC.

The new "Acquisition, construction, improvements, and related expenses" account will cover major maintenance and facility improvements; construction; renovation; capital improvements and related equipment at FLETC facilities in Glynco, GA; Marana, AZ; and Artesia, NM.

The Federal Law Enforcement Training Center was established in 1970 as the single interagency training organization for Federal law enforcement agencies. FLETC's concept of Governmentwide, consolidated law enforcement training is directed at promoting the highest quality training at the most reasonable cost to the American taxpayer through multiple agency support and use. FLETC, through its principal facility in Glynco, GA, now serves the basic and advanced training needs of over 60 separate Federal agencies.

During the last several years, there has been a dramatic increase in sophisticated white-collar crime activities, terrorist threats, illegal immigration, and drug-related crimes to which the U.S. law enforcement agencies have responded. To deal with these serious and pervasive problems, there have been a number of congressional initiatives which have resulted in an increase in personnel and mission responsibilities for Federal law enforcement agencies. These actions also have resulted in significantly more training demands and increasingly complex responsibilities being placed on FLETC.

The Department of Justice is anticipating significant hiring increases in the immediate future and has represented its concern to the Congress that some of its advanced training needs cannot be met fully through the existing physical capabilities of FLETC. Other Federal law enforcement agencies also have training needs that are not being accommodated through FLETC because of the priority demand to conduct basic training at FLETC.

The site of a former college in Artesia, NM, has been identified as a facility to accommodate these projected advanced training needs.

The Committee recognizes the cost savings and enhanced quality of training that are achieved through consolidation of law enforcement training and reaffirms its long-standing support for FLETC. The Committee also reaffirms the intention of Congress that the Glynco site continue to serve as the flagship facility for the consolidated training of Federal law enforcement organizations.

The Committee further recognizes the unprecedented growth in law enforcement responsibilities and the need to expand the FLETC training capacity to meet these requirements. Therefore, the Committee recommends that two actions be taken to strengthen the FLETC concept and to respond to the critical training requirements of Federal agencies.

First, the Committee directs that FLETC purchase the Artesia, NM, site for the express purpose of providing multiagency law enforcement training. The Committee recommends that $7,000,000 be appropriated to FLETC, to remain available until expended, for the purchase, renovation, and adaptation of the Artesia facility to meet the training specifications required. These funds also may be used for equipment, furnishings, and related startup costs for this facility. The Committee directs FLETC to operate the Artesia site as a satellite interagency training facility with the same intent and purpose as its principal site in Glynco, GA.

Second, the Committee notes that the Congress appropriated funds in fiscal year 1988 for the development of a master plan for expansion of the Glynco facility. This master plan is still under development. However, given the tremendous demand for training facilities experienced by FLETC over the last several years and given the lead-time required for design and actual construction of new facilities, the Committee recommends the appropriation of $15,000,000, to remain available until expended, for the first phase of the design and construction of facilities. These funds also may be used for equipment and furnishings necessary to operate new or adapted facilities. It is not anticipated that the acquisition and development of Artesia will diminish in any manner the need for expansion and use of other FLETC facilities. Artesia will be used to complement the efforts already undertaken by FLETC to handle the long-term training needs for Federal law enforcement agencies. The FLETC master plan should be completed no later than December 30, 1988, and submitted to the Congress.

The Committee has also included $3,000,000, to remain available until expended, for ongoing maintenance facility improvements, and related equipment for the Federal Law Enforcement Training Center next year.

Finally, the Committee has included language in the bill that directs that there be no diminution of advanced or other training at the Marana, AZ, satellite facility of the Federal Law Enforcement Training Center next year. The Committee strongly believes that the Marana facility can and should be fully utilized in conjunction with the new Artesia, NM, FLETC facility, and the main center at Glynco, GA.

REPORTING REQUIREMENTS

The training requirements of Federal law enforcement agencies have risen dramatically over the last several years and have resulted in significantly increased and continuously changing training projections by participating agencies in the FLETC. Due to the lag time that exists from the development of an agency's budget to the final enactment of an appropriations act, it is exceedingly difficult for FLETC to accurately reflect in advance the actual training needs of agencies. Lack of reliable or accurate data has frequently resulted in underfunding of FLETC's training needs. FLETC has developed a procedure that requires its participating agencies to review, refine, and update their training projections semiannually. The Committee directs that the FLETC provide a summary of its semiannual review on training projections to the Committee.

The Committee also is aware that FLETC occasionally has obtained funding for facility modifications and enhancements from a participating agency. Such situations usually arise because a particular agency's requirements are made known to FLETC only after a budget submission or following enactment of an appropriations act for a particular year. It is the Committee's intention that FLETC's appropriation provide for all necessary training facility costs through its budget. However, if unprogrammed training facility improvement needs do arise for which FLETC must obtain agency reimbursement or other means of funding at a level exceeding $50,000, the Committee directs that FLETC provide advance notification to the House and Senate Committees on Appropriations.

ADVANCED FIREARMS TRAINING RANGE

The Committee has indicated in the bill that it intends for the Federal Law Enforcement Training Center to initiate plans for the construction of an advanced firearms training facility for use by those agencies, including the U.S. Customs Service, that have specialized firearms training needs.

The Committee believes that the Customs Service will be a primary beneficiary of this new advanced training facility in view of its unique role in law enforcement at airports, seaports, and land-based ports of entry. In fact, the Committee notes that the Customs Service has been negotiating with the Department of Defense to locate such an advanced firearms training facility on a military base, where it could conduct helicopter assault training as well as specialized firearms situation training for use in the many environments its law enforcement personnel find themselves on a day-to-day basis. The Committee believes that the Federal Law Enforcement Training Center can and should be in a position to accommodate such an important firearms training facility.

Furthermore, although other law enforcement agencies will benefit significantly from this advanced training range, the Committee directs the Director of FLETC to specifically involve the Customs Service and the other Federal agencies with advanced firearms training needs both in the design, location, and configuration of the advanced firearms range, and the training program to be conducted at such facility once completed. The Committee expects to receive periodic reports regarding the progress on this important project.

FINANCIAL MANAGEMENT SERVICE

SALARIES AND EXPENSES

1988 appropriation to date	$265,000,000
1989 budget estimate	280,461,000
House allowance	280,461,000
Committee recommendation	276,000,000

The Committee recommends an appropriation of $276,000,000 for salaries and expenses of the Financial Management Service [FMS]. This amount is $4,461,000 below the budget estimate and the House allowance.

The Financial Management Service [FMS] manages approximately $2,000,000,000,000 in collections and payments annually. In its financial management leadership role, the Service must manage effectively the movement of Federal funds as well as make the optimal use of Federal financial information. By doing so, FMS fulfills an obligation to the public by improving the Federal Government's overall financial position and helping to reduce the Federal deficit.

FMS oversees the Government's overall financial operations through the financial and accounting services it provides to its customers—Congress, other Federal agencies, financial institutions, and the public. The Service's mission involves making over 750 million timely payments each year; effectively managing mechanisms which collect over $1,000,000,000,000 in revenue for the Federal Government; providing leadership, direction, and assistance to Government agencies in the fields of cash management, credit administration/debt collection and financial systems; overseeing a daily cash flow of over $9,000,000,000; and accounting for and reporting on these activities.

Service responsibilities include: regulation and management of the Government's collection systems; development and implementation of innovative cash management and credit administration practices in the administration of Federal programs; central payment services for all civilian excecutive agencies except the U.S. Postal Service, U.S. marshals, and certain Government corporations; processing claims on all lost, stolen, and forged checks including those not issued by the Treasury; providing central accounting services for the Government; compiling and publishing financial reports; and managing trust, revolving and deposit fund accounts. FMS is committed to providing quality service to its customers and will improve its basic operational functions while moving closer to a more substantial leadership role in Federal financial management.

The Committee has recommended a reduction of $4,461,000 below the budget request for the Financial Management Service. At the same time, the Committee has increased by $3,000,000 the amount of funding earmarked within the total salaries and expenses appropriation for systems modernization activities in fiscal year 1989—from $11,737,000 to $14,737,000. In this regard, the Committee directs that these additional systems modernization funds be provided for the agency's computer security program. This additional earmarking of funds will effectively double the budget request for servicewide security initiatives at FMS.

At the same time, the Committee believes that the agency can and should absorb the proposed reduction below the overall FMS budget request, in its Federal tax deposit fee payments which will total $36,663,000 in fiscal year 1989. The Committee notes that the agency's budget request acknowledges that implementation of a new withholding tax system will ultimately eliminate the need for these fee payments. The Committee directs FMS to accelerate the transition to this new system and begin to reduce its FTD fee payments in fiscal year 1989.

The Committee directs the agency not to absorb any of the recommended reduction below the President's request in any of the systems modernization initiatives planned in the fiscal year 1989 budget for FMS.

Finally, the Committee notes that despite the reduction proposed below the budget estimates, the agency would still receive an increase over fiscal year 1988 of approximately 4.2 percent.

BUREAU OF ALCOHOL, TOBACCO AND FIREARMS

SALARIES AND EXPENSES

1988 appropriation to date	$217,531,000
1989 budget estimate	218,503,000
House allowance	231,003,000
Committee recommendation	240,000,000

The Committee recommends an appropriation of $240,000,000 for the salaries and expenses of the Bureau of Alcohol, Tobacco and Firearms [ATF] for fiscal year 1989. This is $21,497,000 over the administration's request, and $8,997,000 over the House allowance.

The mission of the Bureau of Alcohol, Tobacco and Firearms is: (1) to reduce the criminal use of firearms and to assist other Federal, State and local law enforcement agencies in reducing crime and violence by effective enforcement of the Federal firearms laws; (2) to provide for the public safety by reducing the criminal misuse of explosives, combating arson-for-profit schemes and removing safety hazards caused by improper and unsafe storage of explosive materials; (3) to assure the collection of all alcohol and tobacco tax revenues and obtain a high level of compliance with the alcohol and tobacco tax statutes; (4) to suppress commercial bribery, consumer deception and other prohibited trade practices in the alcohol beverage industry by effective enforcement and administration of the Federal Alcohol Administration [FAA] Act; and (5) to suppress illicit manufacture and sale of nontaxpaid alcohol beverages.

The Bureau's program objectives are as follows:

Alcohol and tobacco programs

—Ensure the collection of all taxes due.

—Prevent organized crime or other unqualified applicants from obtaining permits to enter the alcohol and tobacco industries.

—Ensure an open, competitive market for alcohol beverages.

—Ensure protection for the consumer in alcohol beverage products.

—Continue projects on regulatory reform and continue programs offering assistance to other agencies (both regulatory and law enforcement), industry and the public.

Firearms program

—Reduce illegal trafficking in firearms.

—Assist Federal/State/local law enforcement and regulatory agencies in reducing illegal trafficking in weapons, reducing firearms-related crime and investigating firearms-related cases.

—Identify and investigate violence-prone individuals who use firearms in criminal acts.

Explosives and arson programs

—Reduce criminal misuse of explosives.

—Ensure public safety regarding the storage of legal explosives.

—Reduce arson incidents.

—Assist Federal/State/local investigative and regulatory agencies in explosives/arson-related areas.

FEDERAL ALCOHOL ADMINISTRATION ACT

The Committee recognizes alcoholic beverages as among the most socially sensitive commodities marketed in the United States. In this connection, marketing, labeling, and advertising of alcoholic beverages must be accomplished in an environment which fosters fair and healthy competition while protecting the interests of the American consumer. Therefore, the Committee has earmarked $20,000,000 for enforcement of the Federal Alcohol Administration Act. This is the first such increase since fiscal year 1982 and contemplates the rising cost of administering this vitally important statute.

ARSON

The efforts of the Bureau of Alcohol, Tobacco and Firearms to deal with the crime of arson for profit warrant nothing less than unqualified support from the Congress. The investigative techniques and skills brought to arson crime investigations by ATF national response teams greatly enhance the potential for solution of these vicious acts.

COLLECTION OF STATISTICS/INGREDIENT LABELING

The Committee directs the Bureau of Alcohol, Tobacco and Firearms to continue the monthly collection of statistics for the beverage alcohol industry. The Committee finds that any move to disseminate these statistics on a quarterly rather than on a monthly basis will create a vacuum for industry, concerned consumer interest groups, and Federal, State, and local agencies that depend on timely statistics to accurately gauge trends and patterns in their efforts to address industry problems, including alcohol abuse.

The Committee has also included language in the bill which prohibits the Bureau from implementing regulations with regard to ingredient labeling.

Any changes in either of these areas at BATF should be addressed in the appropriate legislative committees of the House and Senate and only after the most careful and serious consideration of the potential consequence for both the alcohol industry and the public.

STAFFING

To avoid confusion with respect to allocation of positions to Bureau of Alcohol, Tobacco and Firearms, the Committee emphasizes that the 3,701 positions authorized in the bill for the Bureau of Alcohol, Tobacco and Firearms are full-time equivalent positions and this level shall constitute a personnel floor to be adhered to by the agency.

The Committee allows a total of 3,701 full-time equivalent positions, an increase of 466 over the 3,235 requested for fiscal year 1989.

The following table reflects how the appropriation recommended by the Committee would affect the agency funding levels by object class and FTE's:

BUREAU OF ALCOHOL, TOBACCO AND FIREARMS FISCAL YEAR 1989 FUNDING RECOMMENDATION

[In thousand of dollars]

Object class	Fiscal year 1988 continuing resolution	Increases to rollover current level	Fiscal year 1989 requirements 3,451 FTE's	Additional costs for 250 FTE's	Committee recommendation 3,701 FTE's
11 Personnel compensation	115,878	8,687	124,565	5,072	129,637
12 Personnel benefits	29,272	2,469	31,741	1,683	33,424
13 Benefits former personnel	81	2	83		83
21 Travel	8,074	138	8,212		8,212
22 Transportation	1,369	42	1,411		1,411
23 Rent/ communication/ utilities	27,849	1,576	29,425		29,425
24 Printing	1,439	39	1,478		1,478
25 Other services	14,825	1,451	16,276		16,276
26 Supplies	5,957	379	6,336		6,336
31 Equipment	12,746	931	13,677		13,677
41 Insurance	41		41		41
Total	217,531	15,714	233,245	6,755	240,000

ARMED CAREER CRIMINAL APPREHENSION PROGRAM

The Committee, in approving the restoration of 216 FTE proposed for reduction in the budget request, and the addition of 250 more FTE in fiscal 1989, directs the Bureau of Alcohol, Tobacco and Firearms to target both the restored positions and the new additional positions for the Armed Career Criminal Apprehension Program, also known as the Repeat Offender Program. Specifically, of the total 3,701 full-time equivalent positions provided for BATF for fiscal year 1989, no fewer than 543 full-time equivalent positions are to be allocated for the Armed Career Criminal Apprehension Program.

The Armed Career Criminal Act, signed into law in 1984 and expanded by the Anti-Drug Abuse Act of 1986, provides mandatory sentences for certain violent repeat offenders who carry firearms. The Bureau, given its jurisdiction over firearms laws, has a unique opportunity to effect the apprehension of violent offenders. The success to date of the Bureau's Repeat Offender Program has surpassed initial expectations regarding apprehension, prosecution, and conviction of career criminals. The Committee notes that over 80 percent of the defendants apprehended under this program have direct involvement in illegal narcotics trafficking. The additional resources provided by the Committee, over and above the President's request, will allow the Bureau to prevent as many as 8,625 armed robberies, 9,000 burglaries, and 118,750 other serious crimes during the next 5 years. Therefore, the Committee has included language in the bill directing that the Bureau apply the additional resources recommended by the Committee to the Repeat Offender Program and report regularly to the Committee on the progress of this important law enforcement initiative.

On March 1, and March 30, 1988, Secretary of the Treasury Baker testified before the Appropriations Committee and the Foreign Operations Subcommittee, respectively, regarding the administration's fiscal year 1989 budget proposal which included a reduction of 216 full-time equivalent personnel in the Treasury Department. The Committee is concerned that 200 of the 216 positions proposed for elimination are in the Bureau of Alcohol, Tobacco and Firearm's Repeat Offender Program. The Committee also is concerned that these positions are those new positions in the Repeat Offender Program for which this Committee specifically provided an additional $10,000,000 for BATF in fiscal year 1988. Recognizing the importance of the additional personnel funded in fiscal year 1988 for the Repeat Offender Program, the Committee is appropriating sufficient funding to maintain the number of full-time equivalent positions funded in fiscal year 1988 and to hire 250 additional personnel in fiscal year 1989 for this program. Therefore, the Committee requests that the Secretary submit an analysis of funding and staffing for the Bureau of Alcohol, Tobacco and Firearms and its Repeat Offender Program. The Committee also directs the Bureau of Alcohol, Tobacco and Firearms to submit quarterly reports on the number of career criminals and repeat offenders apprehended, prosecuted, and convicted under the Armed Career Criminal Act, including a synopsis of the facts of each case.

REQUIREMENTS FOR DATA PROCESSING SUPPORT FOR TAX COLLECTION/ACCOUNTING PROGRAMS

ATF's need for ADP mainframe, hardware and software support is three times, in terms of application potential, the levels projected in fiscal year 1987. This increase is due, in part, to the recent change in the Internal Revenue Code resulting in major increases in the number of tax classes and taxpayers, but is also attributable to increased emphasis on development of sophisticated methods to identify nonfilers and other delinquent taxpayers.

Requirements such as the need to match up taxpayer files with those of State licensing agencies in 50 States and the need to pick up formerly manual technical services processing to further identify potential delinquents have pushed data processing capability to the limit much more quickly than anticipated.

Recognizing that the Bureau's only mainframe processor is an IBM 4381 acquired last year, and that the system must support major law enforcement applications as well as essential tax processing functions at ATF, the Committee has authorized, from within the total appropriation for BATF, $2,500,000 for the purchase of a mainframe processor and associated hardware and software for special occupational and excise tax processing.

The system must also operate in an environment 100 percent compatible with the IBM 4381 located in headquarters so that the two systems can serve as disaster recovery and backup sites to each other.

ADP SECURITY REQUIREMENTS

Because of the extremely sensitive nature of the data stored in the explosive incident system [EXIS], the Committee has made available $300,000 to commence the development of a secure communications and intelligence facility to insure the security of the data.

Since 1975, ATF has operated the explosives incidents system as an investigative aid to explosives investigations. EXIS is a centralized computerized repository for all pertinent information from every ATF explosive investigation. EXIS is capable of providing analysis of bombing incidents, to include bomb components which provide valuable leads to the investigator.

U.S. CUSTOMS SERVICE

SALARIES AND EXPENSES

1988 appropriation to date	$966,000,000
1989 budget estimate	966,903,000
House allowance	1,004,821,000
Committee recommendation	1,046,000,000

The Committee recommends an appropriation of $1,046,000,000 for the salaries and expenses of the U.S. Customs Service. This amount is $79,097,000 more than the budget estimate, and $41,179,000 over the House level.

The U.S. Customs Service is the primary border enforcement agency and a major revenue producer. Customs administers and enforces the Tariff Act of 1930 and some 400 other provisions of laws and regulations of 40 other Federal agencies governing international traffic and trade. The mission is multifaceted and mandates the Service to:

- —Control, regulate, and facilitate the movement of carriers, persons, and commodities between the United States and other nations;
- —Protect the American consumer and the environment against the introduction of hazardous and noxious products; and protect American industry and the American worker against unfair competition from foreign manufacturers;
- —Assess, collect, and protect the revenue accruing to the United States from duties, taxes, and fees incident to international traffic and trade;
- —Detect, interdict, and/or investigate:
  - Smuggling and other illegal practices designed to gain illicit entry into the United States of prohibited articles, narcotics, and other contraband;
  - Fraudulent activities calculated to avoid the payment of taxes and fees, or to evade the legal requirements of international traffic and trade;
  - Illegal transfers of critical technology to foreign nations for the building of their military systems, thus posing a threat to our national security;
  - Illegal international trafficking in arms, munitions, and currency.

COMMERCIAL OPERATIONS ENHANCEMENT

The Committee, for the second year in a row, has proposed a major initiative to enhance commercial operations staffing at the U.S. Customs Service in order to provide more comprehensive, effective service to the importing community in fiscal year 1989. Specifically, the additional funding provided in the bill will allow the Customs Service to hire and maintain an additional 700 full-time equivalent positions for commercial operations next year. Although the Committee intends to defer to the judgment of the Customs Commissioner in allocating these additional positions and resources among the various Customs regions and districts, it fully expects these additional resources to be used to improve the facilitation of legitimate cargo at the ports of entry; and to improve the commercial automation systems that are currently coming on-line or are in the developmental stage.

Testimony received by the Committee this year indicates that the revenue return per additional dollar spent on commercial operations staffing could be as high as 17 to 1. At that rate, the Committee estimates that the resources recommended in this bill could generate as much as $700,000,000 in additional revenue for the Treasury in fiscal 1989.

The Committee is cognizant of the arguments made that the ongoing effort to fully automate the Customs commercial operations should negate the need for additional Customs personnel to process the flow of legitimate cargo at the ports of entry. However, in view of the fact that Customs is still many years away from having a full, on-line automated capability to handle the exploding demand of the commercial import and export community, the Committee believes that additional commercial operations staff are required. Furthermore, the recent veto of the massive trade bill, leaves the improvements to the Customs user fee law in jeopardy for the balance of 1988, thus further complicating the situation regarding commercial operations staffing enhancements. And, finally, regardless of the substantial improvements and enhancement coming on-line in the field of automated commercial systems and programs at Customs, the Committee doubts whether new automated systems will necessarily mean that a proportionate reduction in skilled, Customs import specialists and inspectors will be warranted. The Committee acknowledges that perhaps a different mix of commercial operations personnel could be required as the automated systems reach fruition. However, until the Committee has observed several years of a fully automated Customs commercial system, and its effect on the import-export trade, it is not prepared to concede that additional, skilled commercial personnel are not needed to improve commercial operations at the ports of entry around the country. Therefore, the Committee has provided a small, but important commercial operations staffing enhancement for Customs in fiscal year 1989.

The Committee directs the Commissioner of Customs to report to the Committee no later than 45 days from the date of enactment of this act, regarding a detailed, actual allocation of the additional commercial operations positions and equipment among the various categories of commercial activities and programs. The Committee also expects to receive in this same report, a detailed regional and State-by-State breakdown of how these additional positions will be distributed among the various ports of entry around the country.

The following table reflects the summary of the Committee's recommended distribution of Customs employment among the various Customs personnel categories for fiscal year 1989, including the commercial operations enhancement recommended by the Committee:

SUMMARY OF EMPLOYMENT

[Number of average positions]

Principal categories	Fiscal years— Actual 1987	Fiscal years— Estimated 1988	Fiscal years— Committee 1989
Customs programs:			
Inspectors	4,386	4,814	4,814
Inspection and control program support (includes aides)	741	821	904
Import specialists	966	1,084	1,575
Laboratory	116	116	126
Trade and tariff program support (includes entry clerks)	1,523	1,799	1,915
Investigations agents	1,166	1,618	1,618
Investigations program support	215	243	243
Aviation interdiction support	434	712	712
Investigators/patrol officers	923	1,186	1,186
Trade investigations program support	82	124	124
Intelligence employees	262	317	317
Internal affairs employees	273	302	302
Enforcement support	325	342	342
Operational support	881	938	938
Executive direction and control	862	863	863
Chief and regional counsel	97	100	100
Subtotal	13,252	15,379	16,079
Part-time and temporary average positions	719	720	720
Total average positions	13,971	16,099	16,799

SOUTHWEST BORDER FACILITIES IMPROVEMENT PROGRAM

For the second year in a row, the Committee has recommended a major Southwest border facilities improvement program that will continue a multiyear effort to repair, alter, construct, and renovate border stations and other facilities at the ports of entry from California to Texas. The Customs Service, the General Services Administration, the Department of Agriculture, the Immigration and Naturalization Service, and the representatives of the border trade community have developed a list of priority projects that will significantly improve the condition of our border stations, including security and cargo inspection facilities, at a number of ports of entry along the United States-Mexican border. The Committee is pleased that Customs has actively participated in the formulation of the border project priorities and the configuration of the specific border work to be implemented in fiscal year 1988. The Committee expects the Commissioner of Customs to involve his agency in carrying out this second phase of the Southwest border facilities improvement program in fiscal year 1989 and to continue to solicit the views and expertise of the border trade community in developing the proper mix of improvements at the ports of entry.

At the same time, the Committee notes that as these critical border projects reach fruition, they will, in many cases, require additional Customs staff to handle the increased workload at the border. As these projects come on-line, the Committee expects the Commissioner of Customs to allocate sufficient additional staff to the ports of entry along the Southwest border to expedite the flow of legitimate cargo, while maintaining a rigorous, antidrug and trade enforcement effort along the border. The Customs Service should continue to report periodically to the Committee regarding both the status of the Southwest border facilities improvement program and the requisite new staffing required at these new and improved facilities.

CENTRALIZED EXAMINATION STATION/HIDALGO, TX

The Committee has deferred without prejudice funding for a new centralized examination station in Hidalgo, TX. This facility calls for a centralized inspection station with cold storage facilities for produce; three additional inspection lanes; and a 30-dock capacity.

The Committee directs the U.S. Customs Service to study the need for this centralized examination station at Hidalgo, TX, and to report back to the Committee regarding the estimated cost of the total centralized examination station project.

BALTIMORE, MD, CUSTOMS DISTRICT

The Committee concurs with the House in recognizing the increasing need for additional staffing at the Baltimore Customs District. Therefore, the Committee also directs Customs to assign at least 10 additional positions for commercial operations to Baltimore in fiscal year 1989.

AIRSHIP PLATFORM FOR WAR ON DRUGS

The Committee notes that small 235,000 cubic feet airships are a readily available, FAA certificated air vehicle, capable of carrying the type of sensor payload aloft to 5,000 feet that can see and report the presence of surface shipping and affect drug interdiction control through use of other platform resources. The airship offers a compelling low procurement and low operating cost and very long on station endurance. The long endurance translates into fewer vehicles to maintain continuous on-station surveillance coverage. The large volume facilitates easy and, therefore, inexpensive installation and integration of radar sensors into the vehicle. The airship is manned with a pilot and mission crew and is fully autonomous and mobile, therefore, capable of moving readily when the drug traffic routes are modified as a countermeasures tactic.

Therefore, the Committee, though cognizant of the many competing priorities within the Customs enforcement budget, recommends the Customs Service, from within the total aggregate appropriations made available in fiscal year 1989, to initiate the purchase of an existing, drug surveillance airship to assist in the Customs marine surveillance mission. The airship is expected to be based and operated in the Gulf of Mexico under the authority of the Customs Service Surveillance Center in Corpus Christi, TX. The Committee expects to receive a full, detailed cost estimate of this project and a reprogramming request prior to any expenditure of funds for this purpose. The Committee expects to receive regular reports from the Commissioner of Customs regarding this important drug interdiction initiative, including cost estimates for purchase, operation, and maintenance of the airship. The Commissioner of Customs is also directed to coordinate the deployment of this valuable asset with the Coast Guard.

CHARLESTON, WV, CUSTOMS OFFICE

The Committee believes that the port of customs office in Charleston, WV, is an important facility both to the State of West Virginia and the Nation and should be maintained intact in fiscal year 1989. The Committee further directs that no effort be made to close or reduce the operations of this office.

OPERATION AND MAINTENANCE, AIR INTERDICTION PROGRAM

1988 appropriation to date	$140,000,000
1989 budget estimate	142,262,000
House allowance	132,262,000
Committee recommendation	142,262,000

The Committee recommends an appropriation of $142,262,000 for operation and maintenance expenses of the Customs Air Interdiction Program. This is identical to the total amount requested for air program activities in fiscal year 1989 and $10,000,000 more than the House allowance. This amount is also $2,262,000 over the current level for fiscal year 1988.

The "Operation and maintenance, Air Interdiction Program" account covers expenses incurred by the Customs Service for operating and maintaining the aircraft, radar, equipment, and facilities necessary to carry out the successful mission of air interdiction. This account also includes training, some equipment procurement, leasing, and special operations either directly or indirectly associated with the Air Interdiction Program. This account covers the essential costs associated with operating and maintaining the Army, Navy, and Air Force aircraft and equipment that has been and will continue to be loaned to Customs for use in its air interdiction mission.

The Committee notes that the appropriation language contained in the bill should not be interpreted or viewed in any way as a limitation on the authority of the U.S. Customs Service to acquire aircraft by means other than commercial purchase. Furthermore, the Committee reconfirms the intent of the Congress in prior years that the Customs Service is authorized to acquire aircraft through means such as seizure for violations of law and by transfer from other agencies. The Committee has included statutory authority for the Customs Service to continue acquiring seized aircraft that have been confiscated as a result of legal action against a violator of Customs laws and to acquire aircraft and equipment from other Federal agencies, including the Department of Defense.

COMMAND, CONTROL, COMMUNICATIONS, AND INTELLIGENCE [C^3I] CENTERS

The Committee is pleased to note that the Customs Service has developed a comprehensive strategy for implementing the directive contained in the Anti-Drug Abuse Act of 1986 (Public Law 99–570) to establish command, control, communications, and intelligence [C^3I] centers to coordinate and disseminate time-sensitive tactical drug interdiction intelligence to both the Customs Service and the Coast Guard drug interdiction forces in East and West sections of the country. The Customs Service, in conjunction with directives contained in the conference report on the continuing resolution, 1987 (Public Law 99–591), has initiated the establishment of a C^3I center at March Air Force Base in Riverside, CA, and at Richmond Heights, FL. The Customs Service has also commenced development and construction of a Customs National Aviation Command Center at Oklahoma City, OK, that will serve as a strategic command, communications, and control center for the entire national air interdiction effort. The Committee has learned, however, that only two of the three C^3I centers will be fully operational by the end of fiscal year 1988. Even though it appears that the Department of Defense may assume the lead role in providing both surveillance and C^3I support to Customs, Coast Guard, and the other interdiction agencies, the Committee believes that Customs should complete the basic core C^3I networks at March Air Force Base and Richmond Heights, and Oklahoma City during fiscal year 1989. With regard to the planned upgrades for the C^3I centers, the Committee expects the Customs Service to coordinate these upgrades with the Department of Defense, while still maintaining operational control of the C^3I centers with the Coast Guard as presently planned and approved through memorandum of understanding between the two agencies.

The Committee directs Customs to continue to cooperate and coordinate with the Coast Guard in the establishment of these C^3I centers and to report to the Committee on a regular basis regarding the status of these critical national drug interdiction facilities.

P-3/E-2C SURVEILLANCE AIRCRAFT FOR U.S. CUSTOMS

The Committee notes that the National Drug Enforcement Policy Board's [NDEPB's] decision to assign the lead drug interdiction role to Customs included a directive that Customs would have primary responsibility for air interdiction and surveillance along the drug-prone Southwest border. To address the growing crisis of narcotics trafficking across the United States-Mexico border by private aircraft. The Supplemental Appropriations Act, 1987 (Public Law 100–71), passed by the Congress and signed into law by the President, contained a provision authorizing the Customs Service to proceed with the modification of a P–3B long-range surveillance aircraft with a Navy APS–125 radar system to be used as the linchpin of the Customs Southwest border drug surveillance effort. Implicit in the NDEPB agreements regarding the Customs role in drug interdiction was that the Customs Service would use a fleet of P–3 aircraft with 360 degree radar along the Southwest border, thus ultimately possibly freeing up the two Customs E–2C Hawkeye aircraft on loan from the Navy, for use in other parts of the country, other than the Southwest. In the interim period, including fiscal year 1989, the Committee directs that no long-range surveillance aircraft be transferred to any other agency. The Committee strongly believes that the mix of P–3 surveillance aircraft with 360 degree radars and E–2C Hawkeye aircraft will provide the Customs Service with a devastating air interdiction fleet of long-range surveillance assets that will augment the planned use of aerostat radar systems along the Southwest border, and provide, for the first time, a solid curtain of radar detection from Texas to California.

The Customs Service currently is developing the second of four P–3 AEW aircraft to augment its current fleet of E–2C aircraft on loan from the Navy; P–3A aircraft with F–15 radars; and other sensor-equipped aircraft in the Customs inventory. Even though its appears that the Department of Defense may assume the lead role in providing surveillance support to Customs, Coast Guard, and other interdiction and law enforcement agencies, the Committee believes that Customs should complete its current plans for four, P–3 AEW aircraft. This will give Customs a small, but important number of long-range aircraft to allow the agency to aggressively implement the defense-in-depth air and marine interdiction strategy that is currently underway with the Coast Guard and other Federal agencies. Although the Department of Defense should be prepared to provide additional air and marine surveillance coverage for the civilian law enforcement agencies, in the interim the Committee does not want to halt the momentum of Customs' plans to deploy its important air and marine assets to those areas where the air and marine smuggling threat is most acute. Furthermore, the Coast Guard and Customs appear to be working well together in coordinating their long-range surveillance missions under the lead agency memorandum of understanding approved by the National Drug Policy Board. Continuation of Customs' plans for long-range surveillance aircraft will give the agency continued capability to detect, track, and apprehend air and marine drug smuggling targets. The Committee, therefore, has provided sufficient resources to allow Customs to proceed with the P–3 AEW program under the terms and conditions placed on the agency in fiscal year 1988.

OTHR

The Committee notes that the Customs Service is requesting $14,800,000 within its O&M Air Interdiction Program budget to commence development of an over-the-horizon-radar [OTHR] capability for Customs as part of the Department of Defense's ongoing OTHR program. The Committee notes that the Pentagon has spent over $200,000,000 developing OTHR in the past several years for use by the military services, particularly the Air Force. The Committee sees no reason why Customs, with its limited budget, should be putting its scarce resources into duplicating an onging Air Force system that may or may not have applicability to the Customs mission.

The Committee directs the Customs Service to reprogram the $14,800,000 targeted for OTHR into other ongoing air surveillance, tracking, intercept, or apprehension programs that will provide the Service with more tangible, nonduplicative capabilities for its important drug interdiction mission.

CUSTOMS FORFEITURE FUND

(LIMITATION ON AVAILABILITY OF DEPOSITS)

1988 appropriation to date	$10,000,000
1989 budget estimate	10,000,000
House allowance	10,000,000
Committee recommendation	10,000,000

The Committee recommends an appropriation of $10,000,000 to fund the Customs forfeiture fund for fiscal year 1989. The Committee recommendation is the same as the budget request and the House allowance.

Prior to fiscal year 1985, the costs of handling each seizure had been deducted from the proceeds, if any, from the sale of that seizure. However, in instances where proceeds were not sufficient to cover expenses, Customs had to cover the expenses out of its regular operating budget. The latter situation occurred frequently; by the time the seized property was forfeited, expenses for storage and other miscellaneous charges had exceeded the proceeds of the sale. Moreover, the net proceeds from one sale could not be used to offset the losses incurred from another sale.

To remedy this situation, Congress passed legislation (Public Law 98–573) that authorized Customs to establish a Customs forfeiture fund. Seized and forfeited currency and any proceeds beyond the expenses of seizure and forfeiture of merchandise are deposited into this account. Use of these funds is limited to the following: (1) expenses, including investigative costs, related to seizure; (2) awards to informants; (3) payments of liens related to seizures; (4) equipping any vessels, vehicles, and aircraft for law enforcement purposes; (5) payment of claims of parties of interest to property disposed; (6) purchase of evidence; (7) destruction of drugs; (8) reimbursement to citizens for expenses incurred in cooperating with Customs in investigative and undercover operations; and (9) cost of publicizing the availability of rewards.

CUSTOMS SERVICES AT SMALL AIRPORTS

(TO BE DERIVED FROM FEES COLLECTED)

1988 appropriation to date	$486,000
1989 budget estimate	1,588,000
House allowance	1,588,000
Committee recommendation	1,588,000

The Committee recommends an appropriation of $1,588,000 to allow for Customs services at certain small airports, services to be paid from user fees collected at each of these small airports. This amount is identical to both the budget request and the House allowance.

The Trade and Tariff Act of 1984 (Public Law 98–573) authorizes the U.S. Customs Service to impose user fees for services at certain small airports where the volume or value of business is insufficient to justify the availability of customs services. The fee will be equal to the expenses incurred in providing the services.

The legislation authorizes Customs to charge a fee for services at certain designated airports, additional locations to be designated by the Secretary of the Treasury. (The Governor of the State in which such airport is located must also approve the designation.)

Fees which are collected at each airport are deposited into an account within the Treasury of the United States that is specifically designated for that airport. The funds in the account as provided by appropriations acts, will only be available for expenditures relating to the provision of Customs services at each airport including salaries and expenses of personnel employed to provide such services.

In fiscal year 1989, Customs will continue to provide services for user fees to all previously designated airports and it is expected that eight additional airports will be designated and additional service will be provided at some existing airports during fiscal year 1989. If requests for service under this program continue at the present rate, Customs may reach the congressionally mandated ceiling of 20 designated user fee airports in fiscal year 1989.

U.S. MINT

SALARIES AND EXPENSES

1988 appropriation to date	$42,000,000
1989 budget estimate	47,869,000
House allowance	47,869,000
Committee recommendation	46,000,000

The Committee recommends an appropriation of $46,000,000 for the salaries and expenses of the U.S. Mint. The Committee recommendation is $1,869,000 below the House allowance and the President's request.

The Mint manufactures coins, receives gold and silver bullion, safeguards the Government's holdings of monetary metals, and refines gold and silver bullion. The manufacture of domestic coins is the major activity of the Mint. Coins are ordered from the Mint by the Federal Reserve Banks in quantities required for the country's business transactions. Thus, the volume of the Coinage Program is determined by the public need for coins. Funds requested in this budget will permit for production of approximately 16.7 billion coins in fiscal year 1989.

The Committee notes that the budget request for the U.S. Mint represents an increase of nearly 14 percent—seven times the cost growth for discretionary, nondefense spending envisioned in the bipartisan budget summit agreement of November 1987. The Mint should absorb the $1,869,000 reduction recommended by the Committee in those areas where coin production and other important functions will not be adversely affected. Even with the Committee's proposed reduction, the Mint budget will increase by 9.5 percent in fiscal 1989.

ANALYSIS OF SUSAN B. ANTHONY COIN

The Committee is concerned about the Bureau's plans to destroy the Susan B. Anthony dollar coin. The Committee is aware of the Mint's preliminary analysis on the future of the coin. Nevertheless, the Committee believes that further study should be undertaken before the Susan B. Anthony coins are melted. Therefore, the Committee directs the Mint to prepare a thorough report that evaluates possible options for recoloring or recycling the Susan B. Anthony coin before it is melted down. The Committee expects that this analysis be done by February 1, 1989. The Committee also expects to receive an analysis of the potential cost savings that could be derived from these and other proposals to utilize the Susan B. Anthony coin.

Bureau of Engraving and Printing

The Bureau of Engraving and Printing, the world's largest securities manufacturing establishment, operates on the basis of authority conferred upon the Secretary of the Treasury by 31 U.S.C. 321(a)(4) to engrave and print currency and security documents, and additional authority is derived from past appropriations made to the Bureau for work to be undertaken. The operations of the Bureau are currently financed by means of a revolving fund established in accordance with the provisions of Public Law 81–656, August 4, 1950 (31 U.S.C. 5142). This fund is reimbursed by other Government agencies for the direct and indirect cost of the Bureau, including its administrative expenses, incidental to performing the work or services requisitioned.

Public Law 95–81, July 31, 1977 (31 U.S.C. 5142(c)(3)) increased the Bureau's fund, and additionally authorized the establishment of reimbursement prices from customer agencies at a level intended to provide funding for the acquisition of capital equipment and future working capital. This should preclude future requests for appropriations.

The Bureau designs, manufactures, and supplies most of the major evidences of a financial character issued by the United States. It is the sole source of U.S. currency, various public debt instruments, as well as most other evidences of a financial character issued by the United States, such as postage stamps. The Bureau executes certain printings for various territories administered by the United States, particularly postage and revenue stamps. It conducts extensive research and development programs for improving the quality of products, reducing manufacturing costs, and for strengthening deterrents to the counterfeiting of Government securities. It manufactures inks and plates used for its products; purchases materials, supplies and equipment; provides maintenance services for its buildings and plant machinery and equipment; and stores and delivers its products in accordance with requirements of customer agencies. The Bureau is responsible for the accountability and destruction of its security waste products. The Bureau also renders services to other Government agencies such as security, custodial and elevator services in areas of one of its buildings occupied by another Treasury bureau.

The total cost of sales and services is estimated to be $242,000,000 in 1988 and $247,000,000 in 1989.

The budget estimates are determined primarily by two factors: namely, (1) the volume of production of the various items needed to meet the estimated requirements of customer agencies, and (2) the unit cost of manufacturing each type of item produced. The unit cost of production of each item manufactured is developed through a detailed system of cost accounting, and adjusted to reflect all known factors which will affect the cost of production during the current and budget years. Such factors include pay rate and material price increases expected to occur during the current year, as well as estimated savings resulting from improvements in production procedures.

No direct appropriation is required to cover the activities of the Bureau.

BUREAU OF THE PUBLIC DEBT

ADMINISTERING THE PUBLIC DEBT

1988 appropriation to date	$215,000,000
1989 budget estimate	242,840,000
House allowance	242,840,000
Committee recommendation	219,430,000

The Committee recommends an appropriation of $219,430,000 for the Bureau of the Public Debt. The Committee recommendation is $23,410,000 below the budget estimate and the House level.

The Bureau of the Public Debt is responsible for administering the laws and regulations pertaining to public debt financing and operations within the framework of policies established by the Secretary of the Treasury. The Bureau's primary concerns are with the issuance, servicing, and retirement of public debt securities, and accounting for the public debt and its related interest cost. It also has a general responsibility for the conduct or direction of transactions in public issues of those Government agencies for which the Treasury acts as agent.

This appropriation currently provides funds for: the direct operating costs of the Bureau of the Public Debt and the U.S. Savings Bonds Division (a separate organizational entity presenting a separate detailed budget submission); the reimbursement of the Federal Reserve Banks for services performed in their capacity as fiscal agents of the United States; the payment of fees at stipulated rates to financial institutions and others; and the payment of postage and registry fees to the U.S. Postal Service for delivering securities.

The Bureau has a new responsibility this year as a result of the Omnibus Reconciliation Act of 1987 (Public Law 100–203) to provide funding and accounting support for the National Economic Commission. The Commission was established by Public Law 100–203 to make recommendations regarding: methods to reduce the Federal budget deficit while promoting economic growth and encouraging saving and capital formation; and a means of ensuring that the burden of achieving the Federal budget deficit reduction goals of the United States is equitably distributed and not borne disproportionately by any one economic group, social group, region, or State.

In recommending a reduction of $23,410,000 below the budget estimate, the Committee directs the Bureau to absorb this reduction in its payments to the Federal Reserve Banks. Although the Committee is sympathetic to the Bureau's request for full reimbursement to the Federal Reserve Banks in fiscal year 1989, the Committee believes that the extraordinary budget constraints of the coming fiscal year necessitate this reduction in the Bureau's budget. The payment to the Federal Reserve Banks represents only a miniscule percentage of the overall amount that the Federal Reserve Banks bring into the Treasury every year, and the Committee believes that the deletion of the additional reimbursement payment to the Federal Reserve Banks should not cause any undue hardship to the banks next year.

SAVINGS BOND DIVISION

The mission of the U.S. Savings Bonds Division is to reduce Federal spending by promoting the sale and retention of U.S. savings bonds. In addition to helping the U.S. Government finance its debts in the least expensive and least inflationary way possible, savings bonds provide Americans with an effective, systematic way to save through the payroll savings plan. The program is also intended to create a partnership of direct participation of American business. labor, banking, media, and community groups, as well as to provide the opportunity for all citizens to voluntarily participate in the financing of their Government.

The Committee notes that the Bureau is requesting an increase of $23,410,000 to cover full funding of payments to Federal Reserve banks that provide services to the Bureau. An additional $1,686,000 is also being requested to cover increased costs associated with these same FRB payments. Although the Committee is cognizant of the importance of these payments, it does not believe that the full reimbursement for FRB services is possible in fiscal year 1989 in light of the rigid budget restraints being imposed on all Federal agencies. Therefore, the Committee has recommended a reduction of $12,840,000 below the budget request for the Bureau and recommends that this reduction be absorbed in the payments to the Federal Reserve banks. This would still leave the Bureau with approximately one-half of its substantial increase requested for payments to the Federal Reserve banks. Should the Bureau decide to absorb all or a portion of the proposed reduction in activities other than the payments to the FRB, it should immediately notify the Committee in advance of implementing such reduction.

PARKERSBURG, WV, FACILITY

The Parkersburg, WV, facility directs the U.S. savings bond program and manages the Bureau of Public Debt's computer operations. For the past several years, the Committee has been urging the Department of the Treasury to review the relationship between the Bureau of Public Debt's work force at its facilities in Parkersburg, WV, and Washington, DC, with a view to moving some of the Washington-based functions to Parkersburg in order to make maximum use of existing space and staff at the Parkersburg facility. In response to this concern, the Department of the Treasury has reported that, within the last 2 years, responsibility for encoding millions of documents related to securities transactions was transferred from Washington to the Parkersburg facility. In addition, the sales, reissue, and redemption functions for savings bonds were transferred from Washington to Parkersburg; and in June 1987, responsibility for savings bond forms and redemption tables was moved from Washington to Parkersburg. In the areas of administrative and data processing support, the Bureau moved its procurement functions from Washington to Parkersburg in October 1987. Also during 1987, additional positions and functions were assigned to Parkersburg to support the Bureau's data processing program. According to the Department of the Treasury report, an ever increasing share of the Bureau's total work force is located at Parkersburg. At the close of fiscal year 1984, the Bureau's Washington operations employed 1,229 people, while Parkersburg employed 1,020 or 45 percent of the total work force. At the end of fiscal year 1987, Washington operations employed 930 people and Parkersburg employed 1,062, or 53 percent of the Bureau work force, a reversal of the previous relationship. The Committee is encouraged by these developments and urges the Bureau of the Public Debt and the Department of the Treasury to continue to actively evaluate opportunities and work force shifts to the Parkersburg facility in order to make maximum use of existing space and staff at that facility.

With regard to the concerns expressed by the Committee last year regarding excessive mandatory overtime at the Parkersburg facility due to higher than expected workload increases, the Committee is encouraged by the Department of the Treasury report which indicates that 25 positions were shifted from Washington to Parkersburg in 1987 and additional positions were shifted within the Parkersburg operations to the affected division. The report indicates that, with the cooperation and assistance of the Committee, the Bureau has been hiring and training additional staff, and backlogs are diminishing. The Committee strongly urges the Department to maintain a work force in Parkersburg sufficient to handle the workload, while keeping voluntary overtime at reasonable levels and mandatory overtime to a minimum. The Committee urges that the Department of the Treasury carefully monitor the situation at Parkersburg and continue to provide additional staff resources to adequately deal with the overtime problem. The Committee will expect to receive periodic written reports from the Secretary of the Treasury during fiscal year 1989 regarding the staffing situation at Parkersburg, including progress in carrying out the directives contained in this report. The Committee expects to receive its first report no later than January 15, 1989.

PAYMENT OF GOVERNMENT LOSSES IN SHIPMENT

1988 appropriation to date	$400,000
1989 budget estimate	960,000
House allowance	960,000
Committee recommendation	960,000

The Committee has recommended an emergency appropriation of $960,000 to cover Government losses in shipment. The House and the administration have concurred with the need for this appropriation.

The Government Losses in Shipment Act (the act) was approved July 8, 1937, to dispense with the necessity for insurance by the Government against loss or damage to valuables in shipment and for other purposes. Prior to the passage of the act, Government agencies purchased commercial insurance to obtain reimbursement for shipments of valuables which were lost. The Congress believed that it would be more economical and practical to estalbish a self-insurance fund to cover all Government shipments of valuables, rather than obtain insurance on a piecemeal basis and pay premiums to private firms. The act was amended in 1943 to cover losses resulting from the redemption of savings bonds (for example, stolen bonds which are fraudulently negotiated even though the paying agent followed identification guidelines established by the Treasury). Most of the payments now made from the "Government losses in shipment" account [GLISA] result from savings bond cases. The act also provides for the execution of agreements of indemnity to obtain replacements for documents and instruments which are lost after being received by an agent of the United States (for example, checks lost prior to deposit). The GLISA is available to reimburse the issuer of duplicate checks in the event that both the original and the duplicate checks are cashed; however, payments from the fund because of this provision are rare. All authority of the Secretary of the Treasury under the act has been delegated to the Commissioner of the Public Debt.

Given the nature of GLISA claims, the amount of payments is very difficult to estimate since the pattern of losses and recoveries is unpredictable. Further, when regulatory requirements have been met, the obligation of the Government to make payment on claims is indisputable and nondiscretionary. The Bureau of the Public Debt is requesting and the Committee has approved $960,000 for fiscal year 1989 to satisfy the claims expected or known to be authorized for payment.

INTERNAL REVENUE SERVICE

SUMMARY

The Committee has recommended a total of $5,058,880,000 for the Internal Revenue Service [IRS] in fiscal year 1989. This represents an aggregate reduction of $240,845,000 below the House-passed bill and the total budget request for the four accounts which fund the Internal Revenue Service. Despite this reduction below the President's request and the House allowance, the Committee is informed that the level of funding proposed by the Committee will allow the Internal Revenue Service to meet its revenue-raising targets established in the bipartisan budget summit agreement of last November. Furthermore, the conference agreement on the budget resolution for fiscal year 1989 assumes that this level of funding will meet the revenue targets established in the summit agreement of 1987.

SALARIES AND EXPENSES

1988 appropriation to date	$87,165,000
1989 budget estimate	94,547,000
House allowance	94,547,000
Committee recommendation	87,165,000

The Committee recommends an appropriation of $87,165,000. The Committee recommendation is $7,382,000 below the budget request and the House level.

The salaries and expenses appropriation provides funding for policy formulation and executive direction of the Internal Revenue Service, for management services, and for the centralized direction of activities which perform independent reviews of operations and protect the integrity of the Service. The appropriation consists of two activities: executive direction and management services.

The executive direction activity is composed of the following national office components: the Commissioner of Internal Revenue, the Senior Deputy Commissioner, Deputy Commissioner (Operations), Deputy Commissioner (Planning and Resources), and their immediate offices, including an executive secretariat, public affairs, the equal employment opportunity program, the taxpayer ombudsman and the staff of Assistant to the Commissioner (Legislative Liaison); the Chief Counsel, Deputy Chief Counsel, and immediate staff; and the immediate Office of the Assistant Commissioner (Inspection).

The Commissioner and Senior Deputy Commissioner establish the policies and objectives of the Internal Revenue Service and direct the IRS's activities toward accomplishment of these objectives. The Deputy Commissioners serve as the Commissioner's principal advisors on policy matters affecting operations, management, and data processing. The Chief Counsel advises and assists the Commissioner on legal matters affecting the IRS's appeals, tax litigation, and ruling programs. The Assistant Commissioner (Inspection) directs internal audit and internal security programs designed to protect IRS integrity.

The management services activity develops and provides servicewide policy for managing the human, logistical, and financial resources needed to fulfill the IRS's tax administration mission in a cost-effective manner. The following programs are included under management services: personnel and training; logistics; planning; budget and accounting; payroll and management information; tax and operational research and development; administration of regulations governing the practice of representatives before the Internal Revenue Service and the Bureau of Alcohol, Tobacco and Firearms; physical security; and design, printing, and distribution of tax forms and instructions.

IRS PAYROLL PROBLEMS

In view of the Committee's concerns regarding IRS payroll and accounting systems as noted in the Committee report of September 19, 1987, and in view of IRS' continuing problems with respect to the functioning of its payroll and accounting systems, the IRS should take prompt action to adopt a replacement payroll system (and personnel system, if an integrated system is adopted) that is ultimately selected by the Department of the Treasury as a feasible Treasury-wide management system.

PROCESSING TAX RETURNS

1988 appropriation to date	$1,691,076,000
1989 budget estimate	1,850,134,000
House allowance	1,850,134,000
Committee recommendation	1,691,076,000

The Committee recommends an appropriation of $1,691,076,000, a reduction of $159,058,000 below the fiscal year 1989 request and the House allowance.

The processing tax returns appropriation provides funding for two activities: returns processing and revenue accounting, and computer services.

The returns processing and revenue accounting activity provides resources to process tax returns, account for tax revenues, issue refunds and notices, and process information returns for the Document Matching Program. Processing performed by this activity is basic for tax administration and provides necessary input to almost all other IRS programs. Funding is contained in this activity for the National Computer Center; the 10 IRS service centers; and for preparation of required statistical information on income and other aspects of the tax system. This activity includes the Office of the Assistant Commissioner (returns and information processing), the Returns Processing and Accounting Division in the national office and the counterpart assistant regional commissioners in the seven regional offices.

The computer services activity provides the primary support for servicewide data processing requirements. The activity includes the Office of the Assistant Commissioner (computer services) and the Office of the Assistant Commissioner (tax system redesign). The activity's responsibilities include the long-term redesign of the tax administration system involving the procurement and implementation of a modernized, cost-efficient tax system, featuring up-to-date ADP hardware, software, file structure, data communications, and security. Support provided by this activity includes comprehensive developmental data processing support for most service programs, including the evaluation, development, and implementation of computer systems, software and hardware requirements. Almost two-thirds of the resources devoted to ADP and information technology are included in this appropriation, with the balance allocated to the other three operating accounts.

EXAMINATIONS AND APPEALS

1988 appropriation to date	$1,849,581,000
1989 budget estimate	1,864,819,000
House allowance	1,864,819,000
Committee recommendation	1,849,581,000

The Committee recommends an appropriation of $1,849,581,000 for examination and appeals activities in fiscal year 1989, which is $15,238,000 below the budget estimate and the House total.

The examination and appeals appropriation provides funding for four activities: examination, appeals and tax litigation, employee plans and exempt organizations, and international.

The examination activity is the Service's primary program for determining taxpayers' correct income and tax liability. To do this, the Service examines taxpayers' books and records to verify reported income and deductions, uncover unreported income, and validate exemptions and credits. This activity includes: the Office of the Assistant Commissioner (examination) at the national office, the offices of the assistant regional commissioners (examination), and examination personnel in district offices and service centers.

The appeals and tax litigation activity is primarily involved with those cases in which taxpayers disagree with examination results. The appeals function provides an independent administrative review with the objective of reaching impartial settlement. Appeals activities are performed in 7 regional directors of appeals offices and 44 other appeals offices under the functional direction of the national office Appeals Division within the Office of the Chief Counsel. For those cases that cannot be resolved through the appeals process, the tax litigation function represents the Service. Tax litigation activities are performed in 7 regional counsel offices and 53 district counsel offices under the functional direction of the national office Tax Litigation Division within the Office of the Chief Counsel.

The employee plans and exempt organizations activity is responsible for maintaining compliance with certain tax laws by monitoring employee pension plans, by determining the qualifications of organizations seeking tax-exempt status, and by examining the returns of exempt organizations. The employee plans function is mainly staffed at seven key districts and several associate districts with managerial and program development staff in regional offices and at the national office. The exempt organizations function, which monitors organizations exempt from Federal income tax, funds auditors in district offices along with managerial and program development staff in regional offices and at the national office. Functional supervision for both programs is provided by the Assistant Regional Commissioner (examination) in each region and by the Assistant Commissioner (EP/EO) in the national office.

The international activity is responsible for directing IRS enforcement and assistance programs as they relate to U.S. taxpayers performing business or residing outside the continental United States and nonresident aliens with U.S. tax obligations.

This activity also provides technical tax training and administrative assistance to foreign governments and provides compliance and taxpayer service support to Puerto Rico, the Virgin Islands, and certain Pacific island jurisdictions.

In conjunction with the Assistant Commissioner, International, the International Counsel identifies and resolves international tax issues, provides timely guidance to field offices through program assistance as well as taxpayers and tax practitioners through the rulings and regulations program.

INVESTIGATION, COLLECTION, AND TAXPAYER SERVICE

1988 appropriation to date	$1,431,058,000
1989 budget estimate	1,490,225,000
House allowance	1,490,225,000
Committee recommendation	1,431,058,000

The Committee recommends an appropriation of $1,431,058,000 for investigation, collection, and taxpayer service activities in fiscal year 1989. The Committee recommendation is $59,167,000 below the budget request and the House allowance.

FUNCTIONS UNDER THIS ACCOUNT

The investigation, collection, and taxpayer service appropriation provides funding for four activities: tax fraud investigations, collection, taxpayer service, and enforcement litigation and technical.

The tax fraud investigations activity is responsible for investigating criminal violation of the Internal Revenue laws. This activity includes: the Office of the Assistant Commissioner (criminal investigation) at the national office, the offices of the assistant regional commissioners (criminal investigation), and enforcement personnel in district offices and service centers.

The collection activity provides for collecting unpaid accounts, as well as securing unfiled tax returns and payments. Collection personnel in district offices and service centers are funded under this activity, as are managerial and program formulation personnel in the national office and in regional offices.

The taxpayer service activity provides information and assistance to taxpayers to help them comply with the tax laws. Funded are personnel in the district offices who have direct contact with taxpayers, along with managerial and program development staff in the national office and in regional offices.

The enforcement litigation and technical activity provides legal support for the tax fraud and collection functions, prepares and reviews proposed legislation and regulations, interprets tax statutes, and provides general legal advice within the Service. Legal and support staff in this activity are in district and regional offices and in the national office.

TAX COUNSELING FOR THE ELDERLY

The Committee once again believes that the Tax Counseling Program for the elderly has proven to be most successful. To meet the goals of this program $2,850,000 is included within the aggregate amount recommended by the Committee for investigation, collection, and taxpayer service in fiscal year 1989. This amount will allow the program to address the problems among taxpayers which will undoubtedly occur in the aftermath of the Tax Reform Act of 1986. To insure that the full effect of the program is accomplished, the IRS is directed to cover administrative expenses within existing funds.

IRS—ADMINISTRATIVE PROVISIONS

The Committee has concurred with the House in recommending approval of two requested administrative provisions for the Internal Revenue Service.

First, the Committee has concurred with a provision that authorizes IRS to transfer up to 4 percent of any appropriation made available to the agency in fiscal year 1989, to any other IRS account. In view of the reductions below the budget request recommended by the Committee in the overall IRS budget for fiscal year 1989, the Committee believes that this amount of transfer authority is particularly appropriate, unless such transfer would have the net effect of reducing the revenue yield below that which would have occurred if such transfer had not been made.

Second, the Committee has concurred with the House in recommending that up to 15 percent, or $15,000,000, whichever is greater, of any appropriation made available to IRS next year be available for the Service's document matching program. This is an important element of the agency's overall tax enforcement responsibilities.

U.S. SECRET SERVICE

SALARIES AND EXPENSES

1988 appropriation to date	$367,000,000
1989 budget estimate	352,000,000
House allowance	362,000,000
Committee recommendation	354,500,000

The Committee recommends the appropriation of $354,500,000 for the U.S. Secret Service. The Senate proposal is $2,500,000 above the budget estimate and is $7,500,000 below the House allowance.

The Committee recommends the following allocation of resources for the U.S. Secret Service in fiscal year 1989:

	Committee recommendation
Administration request	$352,000,000
Rowley Training Center—Constitutes completion of the remainder of the master plan design for overall training center development	2,500,000
Total	354,500,000

SECRET SERVICE FUNCTIONS

Investigations, protection, and uniformed activities.—The Service must provide for the protection of the President of the United States, members of his immediate family, the President-elect, the Vice President, or other officer next in the order of succession to the Office of the President, and the Vice President-elect, and the members of their immediate families unless the members decline such protection; protection of the person of a visiting head and accompany spouse of a foreign state or foreign government and, at the direction of the President, other distinguished foreign visitors to the United States and official representatives of the United States performing special missions abroad; the protection of the person of a former President and his spouse during their lifetime, the protection of the person of a spouse of a former President until their death or remarriage, and minor children of a former President until they reach 16 years of age, unless such protection is declined. The Service is also responsible for the detection and arrest of persons engaged in counterfeiting, forging or altering of any of the obligations or other securities of the United States and foreign governments; the investigation of thefts and frauds relating to Treasury electronic fund transfers; fraudulent use of debit and credit cards; fraud and related activity in connection with Government identification documents; computer fraud; food coupon fraud; the investigation of personnel, tort claims, and other criminal and noncriminal cases.

The Secret Service Uniformed Division protects the Executive Residence and grounds in the District of Columbia; any building in which White House offices are located; the President and members of his immediate family; the temporary official residence and grounds of the Vice President in the District of Columbia; the Vice President and members of his immediate family; foreign diplomatic missions located in the Washington metropolitan area; the Treasury Building, its annex, and grounds, and such other areas as the President may direct on a case-by-case basis.

Other security programs.—This activity maintains control of all no-year funding required for the Secret Service in order to complete projects which encompass more than 1 fiscal year. In fiscal year 1989 the Service is requesting a total of $2,000,000 for this activity to further support its protective efforts through the installation of barriers around the perimeter of the White House.

Presidential candidate protective activities.—The Secret Service is authorized to protect major Presidential and Vice Presidential candidates, as determined by the Secretary of the Treasury after consultation with an advisory committee. In addition, the Service is authorized to protect the spouses of major Presidential and Vice presidential candidates; however, such protection may not commence more than 120 days prior to the general Presidential election.

The level of funding proposed by the Committee includes the full $7,126,000 requested by the President for Presidential candidate protective activities pursuant to 18 U.S.C. 3056(a)(7).

The following summary table indicates the staffing levels that will be authorized under the appropriation level recommended by the Committee:

SUMMARY OF EMPLOYMENT

[Number of average positions]

Principal categories	Actual 1987	Estimated			Increases/decreases for 1989	
		1988	1989	Total	Program increases	Other changes
Special agents	1,909	1,934	1,961	27	27	
U.S. Secret Service Uniformed Division (officers only)	973	1,083	1,127	44	44	
All other	1,268	1,334	1,380	46	46	
Total	4,150	4,351	4,468	117	117	

ROWLEY TRAINING CENTER

The Committee recommends an appropriation of $2,500,000, within the overall Secret Service budget, for completion of the master plan at the Rowley Training Center in Beltsville, MD.

The $2,500,000 recommended by the Committee will address certain funding shortfalls that have plagued the Rowley Training Center project and will allow the Secret Service to finally complete this important work at Beltsville. Reductions in fiscal year 1986 due to Gramm-Rudman-Hollings reductions ($215,000); escalating construction costs in the phase III contract during fiscal year 1987 ($785,000); and a $1,500,000 reduction in the agency's request for fiscal year 1988 construction work at Rowley have resulted in the requirement for $2,500,000 to complete the final phase of the Rowley Training Center master plan.

The Committee expects to receive periodic reports from the Secret Service regarding the schedule of work to complete the final phase of the Rowley Training Center master plan during fiscal year 1989.

DEPARTMENT OF THE TREASURY

GENERAL PROVISIONS

The Committee recommends that four general provisions included in the House bill, which have been carried in previous appropriations acts, be again carried in the Senate bill without change. The provisions do the following:

Section 101 authorizes certain basic services within the Tresury Department in fiscal year 1989, including purchase of uniforms; maintenance, repairs, and cleaning; purchase of insurance for official motor vehicles operated in foreign countries; and contracts with the Department of State for health and medical services to employees and their dependents serving in foreign countries.

Section 102 establishes certain codes of conduct for employees of the Internal Revenue Service in carrying out their tax collection duties.

Section 103 authorizes the transfer of up to 2 percent of any appropriations for Treasury between such appropriations, with a limitation of increases in any one account at no more than 1 percent, subject to advance approval by the Committee on Appropriations of the House and Senate.

Section 104 precludes the use of any funds made available in this act to place the Secret Service, the Customs Service, or the BATF under the operation, oversight, or jurisdiction of the inspector general at Treasury. Currently there is an administrative inspector general at Treasury. However, the Committee notes that legislation is currently working its way through the House and Senate that would establish a statutory inspector general at Treasury. If such legislation is ultimately approved and signed into law by the President, the Committee is prepared to reconsider this restriction.

TITLE II—U.S. POSTAL SERVICE

PAYMENT TO THE POSTAL SERVICE FUND

1988 appropriation to date	$517,000,000
1989 budget estimate	[1] 527,482,000
House allowance	436,417,000
Committee recommendation	436,417,000

[1] U.S. Postal Service request for fiscal year 1989.

The Committee has recommended an appropriation of $436,417,000 in fiscal year 1989 for payment to the Postal Service fund. This amount is $417,394,000 more than the President's budget request, $91,065,000 below the original request of the U.S. Postal Service, and identical to the revised request of the Postal Service, submitted following the April 1988 postal rate increase. However, the Committee notes that the President's budget request of $19,023,000 is predicated upon the enactment of the legislation proposed for later transmittal to Congress. Such legislation has not been proposed to date, nor reported by the appropriate committees of the House and Senate. In the absence of such legislation being signed into law in fiscal year 1989, an appropriation of $436,417,000 will be required, as recommended by the Committee.

The Postal Service appropriation is authorized under the Postal Reform Act and traditionally has been broken down into three major categories: revenue forgone on free-and-reduced-rate mail; nonfunded liabilities of the former Post Office Department; and public service costs. The budget request of the President recommends funding only for the revenue forgone on free-and-reduced-rate mail category and only for free postage for the blind and absentee ballot materials. No funding is requested by the President for public service costs or for nonfunded liabilities of the former Post Office Department. In addition, $37,436,000 has been requested for nonfunded liability of the former Post Office Department, but is treated as a mandatory nondiscretionary item under another account in the Department of Labor budget.

Without a change in the law, the total appropriation needed to maintain reduced rates as well as free mail at the full authorized level in fiscal year 1989 is $436,417,000. This figure takes into account the so-called equal markup accounting provision of the Omnibus Budget Reconciliation Act for fiscal year 1987, which took effect along with the April 3, 1988, general postage rate adjustment. Under equal markup the amount of the appropriation per piece is measured by the difference between the reduced rate the mailer pays, and what he would have paid if his rate included the same percentage markup for overhead as is charged for ordinary mail of the same class.

The amount now required is less than the amount shown in the Postal Service's budget submission for fiscal year 1989, which was $527,482,000. This difference results from the new rates implemented April 3, which reflect certain changes recommended by the Postal Rate Commission and approved by the Governors of the Postal Service.

The following table reflects the effect on subsidized mail rates of the President's budget estimate and the appropriation levels discussed by the Committee:

PRELIMINARY PREFERRED PRICE LEVELS

FISCAL YEAR 1989 ILLUSTRATIVE EXAMPLES[1]

Class of service	Appropriation amount in cents: $437 million (Step 16)	Appropriation amount in cents: Unsubsidized rates (approximately)	Percent change
Second-class publications:			
In-county	5.6	7.3	31
Nonprofit	9.8	12.6	29
Classroom	14.5	18.4	28
Science of agriculture	13.4	13.8	3
Third-class nonprofit:			
Carrier route presort	5.3	8.3	57
Presorted to five digits	7.6	10.6	39
Required presort	8.4	11.6	38
Fourth-class library rate	87.0	92.0	6

[1] See illustrative examples below.

DESCRIPTION OF ILLUSTRATIVE PREFERRED RATE EXAMPLES

SECOND-CLASS PUBLICATION

- In county:
  - Rural newspaper:
    - Frequency: Weekly
    - Weight: 4 ounces
    - Advertising: 50 percent
    - All delivered in county
    - Presorted to carrier route
- Nonprofit:
  - Veterans' magazine:
    - Frequency: Monthly
    - Weight: 4 ounces
    - Advertising: 20 percent
    - New York to Chicago
    - Presorted to five digits
- Classroom:
  - Classroom publications:
    - Frequency: Weekly
    - Weight: 12 ounces
    - Advertising: 15 percent
    - New York to Chicago
    - Thirty-two copies per piece
- Science of agriculture:
  - Rural agricultural newspaper:
    - Frequency: Weekly
    - Weight: 4 ounces
    - Advertising: 50 percent
    - Within 150 miles of entry
    - Presorted to five digits

THIRD-CLASS NONPROFIT

- Fundraising letter:
  - Weight: 3/4 ounces
  - Nationwide distribution
  - Carrier route presort
  - Presorted to five digits
  - Required presort

FOURTH-CLASS LIBRARY RATE

- Book between libraries:
  - Weight: 2 pounds
  - New York to Chicago

PUBLIC SERVICE SUBSIDY

The Committee notes that the Postal Service requested no funds for public service costs specified in the Postal Reorganization Act of 1970. Appropriations for public service costs were initially authorized by Congress in the act of 1970 to provide for "a maximum degree of effective and regular postal services nationwide, in communities where post offices may not be deemed self-sustaining, as elsewhere." The Committee has not provided any funding to cover these public service costs in fiscal year 1989. However, the Committee has concurred with the House by including provisions in the bill that would: assure that mail for overseas voting and mail for the blind shall continue to be free; that 6-day delivery and rural delivery of mail shall continue at the 1983 level; and that none of the funds provided be used to consolidate or close small rural and other small post offices in fiscal year 1989. These are services that must be maintained in fiscal year 1989 and beyond. The Committee believes that, despite the lack of public service appropriations, these critical postal services are the linchpin of services that the public deserves and expects.

NONFUNDED LIABILITIES OF FORMER POST OFFICE DEPARTMENT

The Committee expects the Postal Service to include in its fiscal year 1990 budget submission to Congress sufficient amounts to cover reimbursements to the Department of Labor for Federal Employees Compensation Act payments for former Post Office Department employees.

The Committee notes that all Federal agencies meet their responsibilities, as required by Public Law 93–416, by reimbursing the Labor Department the appropriate amounts. Requiring all agencies to budget for workers compensation costs focuses their attention on promoting safer and healthier workplaces for their employees and helps assure that they effectively manage their claims to get people back to work as quickly as possible.

MARYLAND POSTAL FACILITIES

The Committee is aware of the particular postal problems in Montgomery County, MD, that have developed as a result of extremely high growth along the I–270 corridor. The Committee is also acutely aware of the limits placed on the Postal Service's capital budget. At the same time, the Committee believes that the Service should make every effort to move forward expeditiously on new facilities in fiscal year 1989 at Damascus, Germantown, Montgomery Village, and Takoma Park. The Committee expects a report from the Postal Service on its progress in this effort by February 1, 1989.

WEST VIRGINIA POSTAL FACILITIES

The Committee considers early construction of planned postal facilities in Clarksburg and Charleston, WV, to be priority concerns. The $17,800,000 Clarksburg facility has been approved by the Postal Service headquarters and the design has been completed. The $11,000,000 to $20,000,000 project at Charleston is pending project approval. Early construction of these two projects will provide much needed jobs, avoid the costs of inflation associated with delayed construction, and provide modern, updated facilities for use by Postal Service personnel in West Virginia. Consequently, the Postal Service is urged to redouble its efforts to accelerate these two projects.

VELDA ROSE SUBSTATION, MESA, AZ

The Committee recommends that the Postal Service solicit bids for a replacement postal contract station in the vicinity of the former Velda Rose postal substation in Mesa, AZ. The Velda Rose contract station was closed by the Postal Service in May 1988 due to the remodeling of the commercial establishment in which the contract station was located. Demand for postal services, however, continues to be high. This need is especially demonstrated by the high usage of the Velda Rose facility by the local elderly community and area businesses. The Committee has been impressed by the willingness of the Postal Service to expeditiously address this issue and wants to be on record as fully supporting the Postal Service's efforts. It is the understanding of the Committee that the initial solicitation of bids should be completed within approximately 30 days.

TITLE III—EXECUTIVE OFFICE OF THE PRESIDENT

SUMMARY

The President's fiscal year 1989 budget request for the 10 Executive Office of the President [EOP] accounts funded in this bill totals $106,453,000, $697,000 above the total fiscal year 1988 appropriations level. These 10 accounts include: Compensation of the President, Office of Administration, the White House Office, the Executive Residence at the White House, the Official Residence of the Vice President, the Council of Economic Advisors, the Office of Policy Development, the National Security Council, the National Critical Materials Council, the Office of Management and Budget, the Office of Federal Procurement Policy, and the White House Conference on Drug-Free America. No funding is requeted for the White House Conference on Drug-Free America for fiscal year 1989. The only three EOP accounts not included in this bill are the Council on Environmental Policy, the Office of Science and Technology Policy, and the U.S. trade representative. For the EOP accounts included in this bill, the Committee recommends a total funding level of $106,195,000 for fiscal year 1989, $258,000 below the total funding level requested by the President.

Presidential transition costs.—Only once during the past 28 years has the incumbent President not been a candidate for reelection. Dwight Eisenhower was the last President to complete 8 years of office. Consequently, transition planning has usually been characterized by great uncertainty. During past changes in administrations, money was transferred from other areas to meet unbudgeted transition expenses. The effect was to underfund areas essential to the new President at the very outset of the new administration.

To avoid this type of disruption in 1989, the President's fiscal year 1989 budget request for three Executive Office of the President accounts includes $1,180,000 in transition costs, as follows: $250,000 for Office of Administration salaries and expenses; $650,000 for the White House Office salaries and expenses; and $280,000 for Executive Residence at the White House operating expenses. These funds will cover a wide range of operational needs to provide for an orderly and efficient transfer of executive authority in January 1989, including lump-sum leave payments for departing employees, mandatory changes in specialized White House Office computers, repairs and alterations, telephone leases and installations, payroll processing charges, and automated data processing equipment conversions.

The Committee agrees with the need to budget for these expenses. It has included in the fiscal year 1989 appropriation levels recommended for the Office of Administration, the White House Office, and the

Executive Residence at the White House accounts the amounts requested by the President for Presidential transition costs.

COMPENSATION OF THE PRESIDENT

1988 appropriation to date	$250,000
1989 budget estimate	250,000
House allowance	250,000
Committee recommendation	250,000

The fiscal year 1989 budget request for compensation of the President is $250,000. This amount includes $200,000 for the direct salary of the President as authorized by 3 U.S.C. 102, and a $50,000 expense account for official expenses, with any unused portions reverting to the Treasury. This expense account is not considered as taxable to the President.

The Committee concurs with the House in recommending the full budget request of $250,000 for compensation of the President.

OFFICE OF ADMINISTRATION

SALARIES AND EXPENSES

1988 appropriation to date	$16,000,000
1989 budget estimate	16,900,000
House allowance	16,900,000
Committee recommendation	16,800,000

The Committee recommends an appropriation of $16,800,000. The Committee recommendation is $100,000 below the budget estimate and the House allowance.

The Office of Administration [OA] was created by Reorganization Plan No. 1 of 1977 and formally established by Executive Order 12028. The purpose of the Office of Administration is to provide common administrative support and services to all agencies within the Executive Office of the President [EOP] and upon request, services in direct support of the President. These EOP agencies include: Council of Economic Advisers; Council on Environmental Quality—including the Office of Environmental Quality Management Fund; Office of Policy Development; National Security Council—President's Foreign Intelligence Advisory Board, President's Intelligence Oversight Board; Office of Administration; Office of Management and Budget; Office of Federal Procurement Policy; Office of Science and Technology Policy; Office of the United States Trade Representative (with a branch office in Geneva, Switzerland); Office of the Vice President; White House Office; National Critical Materials Council; and Official Residence of the Vice President.

The Office of Administration is composed of five functional divisions which are: Personnel Management Division; Financial Management Division; Administrative Operations Division; Library and Information Services Division; and the Information Resource Management Division.

The services provided by these divisions are Personnel Management which includes recruitment, classification, training, and administration of equal employment opportunity programs; Financial Management, which is responsible for accounting, budget, payroll, travel, and imprest fund; Administrative Operations, which provide mail and messenger, printing, graphics, document preparation, procurement, and supply services; the Library, which gives support for information services including records management along with maintenance of all periodicals, books and microform; and the Automated Systems Division, which provides all systems development, computer operations, and related support services.

The Committee directs the Office to absorb the $100,000 reduction recommended by the Committee, in travel and other low-priority programs next year.

THE WHITE HOUSE OFFICE

SALARIES AND EXPENSES

1988 appropriation to date	$26,426,000
1989 budget estimate	27,950,000
House allowance	27,950,000
Committee recommendation	27,950,000

The Committee recommends an appropriation of $27,950,000 for the White House Office. The Committee recommendation is the same as the budget estimate and the House allowance.

These funds provide the President with staff assistance and provide administrative services for the direct support of the President. This funding level will provide for 323 full-time permanent positions, approximately the same number authorized in fiscal year 1988. Public Law 95–570 authorized appropriations for the White House Office and codified the activities of the White House Office.

EXECUTIVE RESIDENCE AT THE WHITE HOUSE

OPERATING EXPENSES

1988 appropriation to date	$7,403,000
1989 budget estimate	5,698,000
House allowance	5,698,000
Committee recommendation	5,698,000

The Committee recommends an appropriation of $5,698,000 for the Executive Residence at the White House. The Committee recommendation is identical to the budget estimate and the House allowance.

These funds provide for the care, maintenance, repair and alteration, refurnishing, improvement, heating and lighting, including electrical power and fixtures, of the Executive Residence.

The Executive Residence staff provides for the operation of the Executive Residence. A staff of 39 domestic employees accomplishes general housekeeping, prepares and serves meals, greets visitors, and provides services as required in support of official and ceremonial functions. A staff of 32 tradespersons, including plumbers, carpenters, painters, on a single shift; electricians on a double shift; and operating engineers on a

24-hour basis, maintains and makes repairs, minor modifications, and improvements to the 132 rooms and the mechanical systems, and provides support for official and ceremonial functions.

A staff of 13 specialized employees provides services necessary to the operation of the White House and official and ceremonial functions. This staff includes four florists, four curators, and five calligraphers.

An administrative staff consists of the chief usher, three assistant ushers, one executive grounds superintendent, two administrative assistants, one chief accountant, and one projectionist. This staff is charged with management and administrative functions of the Executive Residence. This requires coordination with the Executive Office of the President, the National Park Service, the military, the U.S. Secret Service, the General Services Administration, and other agencies.

The equivalent of four full-time work-years of extra staff above the ceiling for full-time permanent positions are hired under personal services contract agreements (service by agreement) to provide additional help as required for official and ceremonial functions.

The level of funding recommended by the Committee will allow for one additional full-time permanent position in fiscal year 1989.

OFFICIAL RESIDENCE OF THE VICE PRESIDENT

OPERATING EXPENSES

1988 appropriation to date	$258,000
1989 budget estimate	258,000
House allowance	258,000
Committee recommendation	258,000

The Committee recommends an appropriation of $258,000 for the Official Residence of the Vice President, equal to the fiscal 1989 budget request and the House allowance.

The "Official Residence of the Vice President (Residence)" account was established by Public Law 93–346 on July 12, 1974. The Residence is located on the grounds of the Naval Observatory in the District of Columbia, and serves as a facility for official and ceremonial functions as a home for the Vice President and his family.

The objective of the "Residence" account is to provide for the care of, operation, maintenance, repair, improvement, and alteration of the Residence and to provide such appropriate equipment, furnishings, dining facilities, services, and provisions as may be required to enable the Vice President to perform and discharge the duties, functions, and obligations associated with his high office.

SPECIAL ASSISTANCE TO THE PRESIDENT

SALARIES AND EXPENSES

1988 appropriation to date	$2,163,000
1989 budget estimate	2,199,000
House allowance	2,199,000
Committee recommendation	2,199,000

The Committee recommends an appropriation of $2,199,000 for special assistance to the President. The Committee recommendation is identical to the budget estimate and the House allowance.

The "Special assistance to the President" account was established on September 26, 1970, to enable the Vice President to provide assistance to the President. This assistance takes the form of directed and special presidentially assigned functions. The Vice President, through Cabinet membership and White House contact, is involved on a continuing basis regarding Presidential responsibilities.

Among the Vice President's specifically directed functions are the following: Member of the President's Cabinet, acting as Chairman when the President is absent; Statutory member of the National Security Council; Chairman of the Special Situation Group; Chairman of the Presidential Task Force on the Crime Problem in South Florida, including the National Narcotics Border Interdiction System; Ex officio member of all Cabinet councils; and Member of the Board of Regents of the Smithsonian Institution.

The objective of the Office of the Vice President is to efficiently and effectively advise, assist, and support the Vice President in the areas of domestic policy, national security affairs, counsel, administration, press, scheduling, advance and special projects and assignments. A staff is also provided for the wife of the Vice President.

The Vice President also has a staff funded by the Senate to assist him in the performance of his duties in the legislative branch duties.

The level of funding recommended by the Committee will allow for 24 full-time permanent positions in fiscal year 1989, the same as in fiscal year 1988.

COUNCIL OF ECONOMIC ADVISERS

SALARIES AND EXPENSES

1988 appropriation to date	$2,500,000
1989 budget estimate	2,787,000
House allowance	2,787,000
Committee recommendation	2,787,000

The Committee recommends an appropriation of $2,787,000 for salaries and expenses of the Council of Economic Advisers. The Committee recommendation is identical to the budget estimate and the House allowance.

The activities of the Council are set forth in the Employment Act of 1946. They include the following: To assist and advise the President in the preparation of the "Economic Report"; to gather and analyze timely information concerning current and prospective economic developments and report regularly to the President on the relationship of these developments to the achievement of maximum employment, production, and purchasing power as prescribed in the act; to appraise and report to the President on the extent to which the various programs and activities of the Federal Government contribute to the carrying out of the purposes of the act; to develop and recommend to the President national economic policies to foster and promote competitive enterprise, to avoid economic fluctuations, and to maintain maximum employment, production, and purchasing power; and to make such studies, reports, and recommendations on Federal economic policy and legislation as the President may request.

In carrying out these duties, the Council consults regularly with other government agencies and departments, as well as the Congress, and representatives of business, labor, consumers, agriculture, State and local governments, and the economics profession. In addition, the members and staff of the Council are frequently called upon to serve on Cabinet Council working groups in a wide variety of fields.

Included in the Council's staff is a statistical unit which is responsible for the monthly publication "Economic Indicators" and the preparation of the statistical material in the annual "Economic Report of the President," as well as for providing continuous assistance to the Council and professional staff.

The level of funding recommended by the Committee will allow for a total of 34 full-time permanent positions, an increase of 6 positions over the staffing levels for fiscal year 1988.

OFFICE OF POLICY DEVELOPMENT

SALARIES AND EXPENSES

1988 appropriation to date	$3,000,000
1989 budget estimate	3,000,000
House allowance	3,000,000
Committee recommendation	3,000,000

The Committee recommends $3,000,000 for the Office of Policy Development. The Committee recommendation is the same as the budget estimate and the House allowance.

The Office of Policy Development advises and assists the President in the formulation, evaluation, and coordination of long-range economic and domestic policy; supports the operation of the Office of Cabinet Affairs, including the Domestic Policy Council and the Economic Policy Council; and, in accordance with Executive Order No. 12296, supports the President's Economic Policy Advisory Board.

The level of funding recommended by the Committee will allow for a total of 42 full-time permanent positions in fiscal year 1989, the same as in fiscal year 1988.

NATIONAL CRITICAL MATERIALS COUNCIL

SALARIES AND EXPENSES

1988 appropriation to date	$350,000
1989 budget estimate	178,000
House allowance	178,000
Committee recommendation	300,000

The Committee recommends an appropriation of $300,000 to fund the National Critical Materials Council within the Executive Office of the President. The Committee recommendation is $122,000 over the budget estimate and the House allowance.

The National Critical Materials Council was created by the national Critical Materials Act of 1984 with a wide variety of purposes and statutory obligations, including the following responsibilities: To help establish and coordinate Federal materials-related policies, programs, and research and technology activities; to advise the President on materials issues, as appropriate; to review Federal compliance with the 1980 Materials Policy Act; to evaluate critical materials needs, including research and development, of industry and government; and to assess materials-related education, including the supply of materials scientists and engineers, in consultation with the academic community.

The Council has reviewed a wide variety of possible issues to focus on, including the economic health of the domestic mining and minerals processing industries, the adequacy of critical materials availability to meet national security requirements, Federal and private sector research and development activities in the advanced materials area, and the effect on the Nation's economy of trends in the minerals and materials industries. Both the Council and staff have held numerous meetings with Federal agency officials, industry and academic leaders in both the basic minerals and advanced materials fields, and have testified to Congress on these topics.

The Committee, in recommending an increase of $122,000 over the budget request, directs the Council to establish a full-time staff that will aggressively pursue the goals and objectives of the Council's mission. The Committee expects to receive periodic reports on both the staffing situation at the Council and the progress it is making in meeting its statutory mandates.

NATIONAL SECURITY COUNCIL

SALARIES AND EXPENSES

1988 appropriation to date	$5,000,000
1989 budget estimate	5,100,000
House allowance	5,100,000
Committee recommendation	5,100,000

The Committee recommends an appropriation of $5,100,000 for the salaries and expenses of the National Security Council. The Committee recommendation is the same as the budget estimate and the House allowance.

The primary purpose of the Council is to advise the President with respect to the integration of domestic, foreign, and military policies relating to the national security. Subject to direction by the President, it is the responsibility of the Council to assess and appraise the objectives, commitments, and risks of the United States in relation to actual and potential military power, to consider policies on matters of common interest to the departments and agencies of the Government, and to make recommendations and other reports to the President.

The level of funding recommended by the Committee will allow the Council a total of 61 full-time permanent staff, the same as in fiscal year 1988.

OFFICE OF MANAGEMENT AND BUDGET

SALARIES AND EXPENSES

1988 appropriation to date	$39,000,000
1989 budget estimate	39,780,000
House allowance	39,780,000
Committee recommendation	39,500,000

The Committee recommends an appropriation of $39,500,000. The Committee recommendation is $280,000 below the budget estimate and the House allowance.

The Office of Management and Budget [OMB] assists the President in the discharge of his budgetary, management, and other executive responsibilities. The Office performs the function of assisting the President in the preparation and execution of the Federal budget. The Office also provides the President with an institutional staff capability in executive management—particularly in program evaluation and coordination, management reform, regulatory analysis, Government organization, and information and management systems.

MARKETING ORDERS

Marketing orders which are authorized under the Agricultural Marketing Agreement Act of 1937, have made valuable contributions to the stability of many of our agricultural commodity markets. In addition to assuring orderly markets for both producers and consumers, marketing orders have provided for quality control standards, research and promotional programs, and supply management programs.

The Agricultural Marketing Agreement Act of 1937 gave direct supervision and control over the management of marketing orders to the U.S. Department of Agriculture. The Office of Management and Budget has never been given any legislative authority over marketing orders. OMB has attempted to become involved in the management of marketing order programs through the President's task force on regulatory review in recent years. The Committee has included language prohibiting OMB from acting with regard to marketing orders. The purpose of this language is to reaffirm USDA's sole authority in an area where they have developed the necessary expertise and trained personnel over the years to effectively monitor and enforce agricultural marketing order programs.

ALCOHOL AND TOBACCO STATISTICAL DATA

The Committee has again included language which prohibits OMB from curtailing the collection and dissemination of alcohol and tobacco statistical data. The Office of Information and Regulatory Affairs [OIRA] apparently does not share the Committee's concern over the critical need for such data in addressing such problems as alcohol abuse, public health, and industrial safety.

The Committee, however, recognizes the continuing need and directs the Bureau of Alcohol, Tobacco and Firearms [ATF] to continue the monthly collection of alcoholic beverage statistics.

ALCOHOLIC BEVERAGE LABELING

The Committee has included language which bars OMB from interfering with the administration of the Federal Alcohol Administration [FAA] Act as it relates to regulation of alcoholic beverage labeling.

The OIRA recently attempted to effectively terminate the Bureau of Alcohol, Tobacco and Firearms' statutory program for prior review and approval of alcoholic beverage labels. Had OIRA been successful, the Bureau of Alcohol, Tobacco and Firearms would have been deprived of the capability it needs to keep contaminated beverages out of the marketplace, as it recently did in the case of imported wines contaminated by industrial chemicals.

Thanks to ATF's prudent use of its statutory authority in that case, there is not one documented instance of a U.S. consumer having been harmed by that contaminated wine, although over 500,000 cases were recalled from the market.

This Committee will not endorse deregulation efforts which threaten the American consumer. The Committee, therefore, continues to direct that OMB not interfere with the Department of the Treasury in its performance of labeling regulation functions.

TRANSCRIPT REVIEW

The Committee has included language in the bill that would modify language in the House bill regarding OMB review of transcripts. The Committee language prohibits OMB from altering certain transcripts.

OMB COMPLIANCE WITH COMMITTEE DIRECTIVES

The House has included language in the bill that would effectively preclude OMB from preventing or delaying the obligation or expenditure of funds identified in either an appropriations act or accompanying reports except for proposed rescissions. This statutory provision was included in the House bill to address the growing concern of the Appropriations Committees and the Congress regarding OMB's failure to comply with directives contained in reports accompanying appropriations acts and other actions taken by OMB to ignore Committee directives to agencies. Although the Committee has deleted this provision in the bill, the Committee shares the concerns of the House in this regard.

The Committee is deeply concerned over the Office of Management and Budget's apparent disregard for statutory provisions in the continuing resolution which serve to incorporate by reference, directives and recommendations contained in Committee reports. Failure to adhere to Committee directives in the reports that accompany regular, supplemental, and continuing appropriations acts is a serious breach by the OMB in the traditional approach the Committee takes in outlining its funding recommendations for any given fiscal year. Committee reports by themselves are important road maps that agencies must follow in order to meet the objectives and intent of the Committee in appropriating funds for programs, projects, and activities. And, as was the case in section 107 of Public Law 100–202, whereby the Committee report directives and recommendations were specifically incorporated by reference in the statute, the Committee considers noncompliance with those Committee directives and recommendations, to be a breach of the spirit and letter of the law.

The Committee notes that the American Law Division of the Congressional Research Service, in a May 16, 1988, memo to the Committee concluded:

> * * * that the language of section 107 of the continuing resolution makes it clear that Congress intended to incorporate by reference the House and Senate reports accompanying the unpassed appropriations measures embodied by the continuing resolution as well as the joint explanatory statement of the conference committee; that the legislative history of the continuing resolution supports such a reading of the language of section 107; that the conference report incorporated by the continuing resolution establishes a formula for resolving potential conflicts between reports; and that it is the duty of agencies to harmonize any unresolved conflict in accordance with the congressional intent to earmark funds for expenditures with respect to a particular program or project.

CRS summarizes by saying that:

> * * * judicial precedent makes it clear that agencies are not free to ignore the mandates of appropriations legislation * * * citing the case of *National Council of Community Mental Health Inc.* v. *Weinberger*, 361 F. Supp. 897 (D.D.C. 1973), wherein the courts rejected, expressly or implicitly, the existence of inherent constitutional power in the executive to decline to spend in the face of a clear statutory intent and directive to do so.

Failure on the part of OMB to recognize this prerogative of the Committee and to honor a specific provision in an appropriations measure, can only lead to specific earmarking of programs, projects, activities, and Committee directives in the bill, rather than the Committee report.

The Committee cannot tolerate any action by the Office of Management and Budget to direct the executive branch agencies to ignore Committee report languge, or specific directives contained in appropriations bills. If OMB continues to take actions that conflict with Committee prerogatives, it will join the House in including similar bill language in fiscal year 1990.

NATIONAL SCIENCE FOUNDATION RELOCATION

The Committee is concerned about the unwillingness of the Office of Management and Budget to release the prospectus which would enable GSA to solicit bids for a new headquarters for the National Science Foundation in the Washington metropolitan area. The Committee is aware of the Secret Service's need for space in the building currently housing NSF and of GSA's desire to move expeditiously on the Secret Service project.

For this reason, the Committee directs OMB to release the NSF prospectus by July 15, 1988. In the event that OMB fails to meet this deadline, the Committee directs GSA to initiate a solicitation for the NSF headquarters in accordance with the terms of the agreed upon NSF prospectus. The Committee expects GSA to seek a metropolitanwide solicitation that will select quality space, which meets NSF's needs, at the lowest possible cost. GSA should report to the Committee on its progress on this matter by August 15, 1988.

OFFICE OF FEDERAL PROCUREMENT POLICY

SALARIES AND EXPENSES

1988 appropriation to date	$2,300,000
1989 budget estimate	2,353,000
House allowance	2,353,000
Committee recommendation	2,353,000

The Committee recommends an appropriation of $2,353,000 for the Office of Federal Procurement Policy [OFPP]. The Committee recommendation is identical to the budget estimate and the House allowance.

The Office of Federal Procurement Policy is responsible for promoting economy, efficiency, and effectiveness in the procurement of property and services by and for the executive branch.

The Office of Federal Procurement Policy funds the Federal Acquisition Institute to serve as the interagency focal point for promoting and coordinating Governmentwide planning, development, implementation, and evaluation of programs in procurement, research, education and training, and career development.

The level of funding recommended by the Committee will allow a total of 32 full-time permanent positions, the same as in fiscal year 1988.

FUNDS APPROPRIATED TO THE PRESIDENT

UNANTICIPATED NEEDS

1988 appropriation to date	$1,000,000
1989 budget estimate	1,000,000
House allowance	1,000,000
Committee recommendation	1,000,000

The Committee recommends an appropriation of $1,000,000 for unanticipated needs. The Committee recommendation is identical to the budget request and the House allowance.

In 1940, Congress recognized the need for the President of the United States to have limited funds available to meet unplanned and unbudgeted contingencies. In so doing, an account entitled "Emergency fund for the President" was created allowing the President, as the head of the National Government, to confront unforeseen problems demanding immediate executive action. In 1975, Congress changed the account title to "Unanticipated needs."

Expenditures from this account may be authorized only by the President while the Director of the Office of Management and Budget provides the necessary control to assure that only unforeseen priorities are financed. Prior use of these funds has occurred under tight budget control and covered unanticipated needs not met from regular budget accounts nor available in a timely fashion through the supplemental budget process.

In fiscal year 1986, an allocation was made to the "Special assistance to the President" account for the continued operation of the Vice President's task force on combating terrorism. The task force was established by President Reagan in an effort to review how the U.S. Government can better combat terrorism and ways in which the United States can work in cooperation with other governments in the fight against terrorism.

In fiscal year 1987, three allocations were made from this account: $250,000 to support the President's Special Review Board, which was created to review the role and procedures of the National Security Council staff in the conduct of foreign and national security policy; $195,000 to respond to independent counsel inquiries and congressional hearings on the Iran-Contra investigation; and $325,000 to the Secret Service for a classified White House security system.

In fiscal year 1988, $70,000 was made available out of this account to cover certain costs of the White House Conference for a Drug Free America. An additional $150,000 is planned for use by the Presidential task force on market mechanisms.

EXPENSES OF MANAGEMENT IMPROVEMENT

1988 appropriation to date	....
1989 budget estimate	$5,900,000
House allowance	....
Committee recommendation	2,950,000

The Committee recommends an appropriation of $2,950,000 for expenses of management improvements at the Office of Management and Budget for fiscal year 1989. This level of funding is $2,950,000 below the budget estimate and $2,950,000 more than the House-passed level.

These funds enable the President to develop and implement improvements in the management, organization, and operation of the agencies of the executive branch. The budget request of $5,900,000 would support a more integrated approach to the management of governmentwide financial activities. These funds would be used to modernize existing financial and management information systems into a consolidated budget and financial information system housed in the Office of Management and Budget. Funds identified for office automation would be used to provide networked support facilities for the Office of Management and Budget.

The Committee has approved $2,950,000, or one-half of the requested amount for these management improvements at OMB. In view of the rigid budget restraints that are plaguing all other agencies, including many critical agencies within the Department of the Treasury with similar systems modernization needs, the Committee believes that OMB should complete these management improvement projects over 2 fiscal years, rather than receive the full amount in fiscal year 1989. The Committee acknowledges that these financial information and office automation system projects are important and should be done. However, it is providing only the first increment of funding for these initiatives in fiscal year 1989.

Finally, the Committee sees no good reason why these activities should be funded outside of the regular Office of Management and Budget, "Salaries and expenses" account. All of the proposed activities under this account appear to be of direct benefit to OMB and its operations. Therefore, when requesting the second increment of this proposed management improvement program in fiscal year 1990, the Committee directs OMB to include these costs under its regular "Salaries and expenses" account, rather than under the "Expenses of management improvement" account.

TITLE IV—INDEPENDENT AGENCIES

ADMINISTRATIVE CONFERENCE OF THE UNITED STATES

SALARIES AND EXPENSES

1988 appropriation to date	$1,865,000
1989 budget estimate	1,865,000
House allowance	1,865,000
Committee recommendation	1,865,000

The Committee recommends an appropriation of $1,865,000 for the Administrative Conference of the United States. The Committee recommendation is the same as the budget estimate and the House allowance.

The Conference is authorized on a permanent basis to assist the President, the Congress, the administrative agencies, and executive agencies in improving administrative procedure. It is responsible for conducting studies of the efficiency, adequacy, and fairness of present procedures by which the Federal administrative agencies and executive departments determine the rights, privileges, and obligations of private persons. On the basis of such studies, the Conference issues formal recommendations for improvements and then encourages implementation of the recommendations through appropriate agency, congressional, or judicial action.

In addition to its research activities, the Conference also arranges for the interchange among administrative agencies of information useful in improving administrative procedures; collects, tabulates, analyzes, and publishes statistics from administrative agencies to identify and correct delays and other problems in the administrative process; and, on an ongoing basis, furnishes assistance and advice on matters of administrative procedure to the agencies, Congress, and others.

Although the Committee has approved the full budget request for the Conference, it is concerned that the agency may have lost sight of its initial purpose of providing the Government with objective information on how agencies can improve their administrative procedures. According to the agency's budget justifications, the Conference is now involved in conducting studies on such issues as user fees; immigration reform; agency hiring of private attorneys; and ethics of the Presidential transition team.

The Committee believes that this small, important agency should be more focused and spend its time on specific issues of concern to the agencies of the Federal Government that deal with improvements in their administrative procedures.

Furthermore, the Committee directs the Conference to provide more detail in its fiscal year 1990 budget justifications on how it actually spends its small budget, including a listing of all contracts awarded during the prior fiscal year and proposed for award or consideration in fiscal year 1990. This will allow the Committee to better measure the performance and resource requirements of the Administrative Conference of the United States.

Advisory Commission on Intergovernmental Relations

SALARIES AND EXPENSES

1988 appropriation to date	$1,378,000
1989 budget estimate	1,275,000
House allowance	1,275,000
Committee recommendation	1,040,000

The Committee recommends an appropriation of $1,040,000 for the Advisory Commission on Intergovernmental Relations. The Committee recommendation is $235,000 below the budget estimate and the House allowance.

The Commission is an independent, bipartisan body which attempts to identify and analyze the causes of intergovernmental conflicts, and recommends ways of strengthening and improving the American Federal system. The Commission includes representatives of the executive, legislative, and administrative branches of all levels of government—Federal, State, and local—as well as representatives of the general public.

Since the States benefit considerably from the work of the ACIR, there has been strong support that the States shoulder a greater share of the cost of operating the Commission. In acting on the Fiscal Year 1987 Continuing Appropriations Act (Public Law 99–591), the committee of conference approved such a mandate for increased State contributions in support of the Commission through a Federal-State cost-share program, to be implemented over a reasonable period of time. A 3-year path of reduced Federal funding was established, with a fiscal year 1987 appropriation of $1,750,000, and a maximum Federal funding level of $1,390,000 and $1,040,000 for each of fiscal years 1988 and 1989, respectively. The Committee recommendation adheres to the fiscal year 1989 appropriation set forth 2 years ago. The Committee notes that this is the level of funding requested by the Commission in its fiscal year 1989 request to OMB.

Advisory Committee on Federal Pay

SALARIES AND EXPENSES

1988 appropriation to date	$200,000
1989 budget estimate	205,000
House allowance	205,000
Committee recommendation	

The Committee recommends no appropriation for the Advisory Committee on Federal Pay. The Committee recommendation is $205,000 below the budget estimate and the House allowance.

The Advisory Committee was appointed in accordance with the Federal Pay Comparability Act of 1970 and consists of three private citizens who are not Federal Government employees. The Advisory Committee assists the President in carrying out the policy of comparability in pay between major Federal statutory pay systems and private enterprise. The Advisory Committee reviews the annual report of the President's pay agent and considers the recommendations of representatives of Federal employees and other officials of the Federal Government. The Advisory Committee then prepares for the President an independent report with its findings and recommendations.

The Advisory Committee also meets jointly throughout the year with the Federal Employee's Pay Council and the President's pay agent in an attempt to resolve any issues between them, by providing advisory opinions on unresolved issues.

Although the Committee acknowledges the thankless task of the Advisory Committee on Federal Pay and the fine staff it has, the Committee believes that no new funding should be provided for this particular advisory committee in fiscal year 1989. Despite its expertise in Federal pay matters, the Committee has learned during its hearings that the recommendations of this Committee are rarely if ever adopted by the President. The President receives a multitude of inputs from advisors on Federal pay matters, including the President's pay agents—OMB; OPM; and the Department of Labor. The Commission on Executive, Legislative, and Judicial Salaries studies pay problems for the President, as does the President's Commission on Compensation of Career Federal Executives. In summary, the Advisory Committee is merely one of many voices on pay matters for the President and, a voice that has largely been ignored in recent years.

Therefore, the Committee believes that the time has come to abolish this partiuclar pay advisory committee.

COMMITTEE FOR PURCHASE FROM THE BLIND AND OTHER SEVERELY HANDICAPPED

SALARIES AND EXPENSES

1988 appropriation to date	$850,000
1989 budget estimate	862,000
House allowance	862,000
Committee recommendation	862,000

The Committee recommends $862,000 for the Committee for Purchase From the Blind and Other Severely Handicapped [CPBOSH]. The Committee recommendation is the same as the budget estimate and the House allowance.

The Committee was established by the Javits-Wagner-O'Day Act of 1971.

The Committee's primary objective is to increase the employment opportunities for the blind and other severely handicapped and, whenever possible, to prepare them to engage in normal competitive employment. The Committee determines which commodities and services are suitable for Government procurement from qualified nonprofit agencies serving the blind and other severely handicapped; publishes a procurement list of such commodities and services; determines the fair market price for commodities and services on the procurement list; and makes rules and regulations necessary to carry out the purposes of the act.

The Committee staff supervises the selection and assignment of new commodities and services, assists in establishing prices, reviews and adjusts these prices, verifies the qualifications of workshops, and monitors their performance. It is estimated that workshop sales to the Federal Government under the Committee's program during fiscal 1987 were about $310,000,000, with an additional $18,000,000 in sales through the Military Resale Program, for a total of about $328,000,000 under this program. This represents an increase of $40,000,000 over the total workshop sales of $288,000,000 in fiscal 1986.

In fiscal year 1988, the Committee authorized the first increase in staffing since 1979—from 12 positions, to the current level of 13 positions. The level of funding recommended by the Committee will maintain a staffing level of 13 in fiscal year 1989 and should help to alleviate the persistent backlog problem at the Committee.

FEDERAL ELECTION COMMISSION

SALARIES AND EXPENSES

1988 appropriation to date	$14,174,000
1989 budget estimate	15,433,000
House allowance	15,433,000
Committee recommendation	15,433,000

The Committee recommends an appropriation of $15,433,000 for the Federal Election Commission [FEC]. The Committee recommendation is identical to the budget request and the House allowance.

The Federal Election Commission is charged with implementing and enforcing the Federal Election Campaign Act [FECA] as amended. This includes: promoting public disclosure of campaign finance activity; providing information to the public, press, and campaign officials on the FECA and campaign finance; obtaining voluntary compliance with the disclosure and limitation provisions of the FECA; and enforcing that disclosure and compliance through audits, investigations, and/or litigation. The Commission is also charged with implementing the Presidential campaign funding programs for both primary and general election campaigns of qualified Presidential candidates. This includes certification, audit, and enforcement of the provisions of the Federal funding legislation concerning the use of Federal funds.

The election activity which will occur between the period of October 1, 1988 and September 30, 1989, presents a compelling argument in support of the budget request. This 12-month period includes the month just prior to the 1988 general election, and the immediate post-election reporting period. This will be the first election since enactment of the Federal Election Campaign Act in which an incumbent President is not running for reelection. As a result, the number of candidates engaged in State primaries, caucuses, and conventions in pursuit of the national party nominations will be significantly higher. Whereas 11 candidates qualified for public funding in 1984, it is projected that 15 to 16 will receive public support in 1988. Indications so far are that this projection will be a reality.

The Presidential race, beyond its own workoad, tends to heighten interest in the congressional races that concurrently take place. All 435 House seats and 33 Senatorial races will attract over 2,000 campaign committees for the primary races and the November general election.

National, State, and local party committees will be similarly active in fundraising and campaign spending. The competition between the parties and between differing classes of committees for contributions from all sources should be unprecedented.

Over 4,000 political action committees [PAC's] will also be very active as they employ the 1988 elections both as an object of their expenditures and as an inducement for contributions.

In the 1984 Presidential election cycle, $1,250,000,000 in regulated activity was recorded. With the 1988 Presidential election cycle, another major increase of 30 to 50 percent or better is anticipated. Approximately $180,000,000 of the total will be Federal funds certified for payment to eligible Presidential candidates by the Commission. The balance is private money, all of which must be disclosed to the Commission by over 7,000 regulated political committees. Beyond holding this information out for public inspection, the Commission must monitor the amounts, sources, and uses to which this money is put. Further, it must investigate apparent violations of law that are uncovered in the course of review of these disclosure reports, found by auditors, or alleged by complainants.

Therefore, the Committee is recommending the full budget request and a total of 264 full-time equivalent positions in fiscal 1989.

GENERAL SERVICES ADMINISTRATION

FEDERAL BUILDINGS FUND—LIMITATIONS ON AVAILABILITY OF REVENUE

COMMITTEE FUNDING LEVELS

The Committee has recommended an aggregate limitation on availability of revenue from the Federal Buildings Fund $3,026,103,000. This amount is $156,578,000 under the budget request and $27,300,000 below the House allowance.

This limitation includes $75,799,000 to the Federal Building Fund to cover the cost of the second phase of a vital new program for capital improvements of United States-Mexico border facilities.

CONSTRUCTION AND ACQUISITION OF FACILITIES

1988 appropriation to date	($115,036,000)
1989 budget estimate	(233,839,000)
House allowance	(92,139,000)
Committee recommendation	(137,147,000)

The Committee recommends a limitation of $137,147,000 for construction and acquisition of facilities in fiscal year 1989. The Committee recommendation is $96,692,000 under the budget estimate, and $45,008,000 over the House allowance.

The construction and acquisition of facilities activity meets the space needs of Federal agencies by funding new construction, acquisition of excess properties from the U.S. Postal Service and other Government agencies, and the purchase of commercial buildings. It is the aim of the General Services Administration [GSA] to increase the ratio of Government-owned to leased facilities as the most economical means of housing Government activities in most geographic locations.

Construction and acquisition of facilities—Projects approved by Committee

Projects	*Total fiscal year 1989*
New construction:	
Connecticut:	
Bridgeport: Federal Building-Courthouse Annex (Construction)	$4,138,000
Hartford: Federal Building-Courthouse Annex (Construction)	6,612,000
Florida: Lakeland: Federal Building	15,000,000
Illinois: Champaign-Urbana: Federal Building-Courthouse (Site and construction)	8,316,000
Louisiana: Baton Rouge: Federal Building-Courthouse	16,758,000
Michigan: Detroit: Cargo inspection facility (Construction)	10,197,000
Minnesota: International Falls: Border station (Site)	260,000
New Jersey:	
Camden: U.S. Post Office-Courthouse Annex (Construction)	18,728,000
Newark: Site/design: Martin Luther King, Jr., Federal Building (parking facility)	250,000
Trenton: Federal Building-Courthouse Annex (Construction)	25,939,000
Paterson: Federal Building (Construction)	6,552,000
New Mexico: Albuquerque: Center for Southwest Research	5,000,000
New York: Martha Graham Center of Contemporary Dance	7,000,000
South Carolina: Columbia: Federal Building-Courthosue (Claims)	100,000
Virgin Islands: St. Croix: Federal Building-Courthouse (Construction)	8,827,000
Subtotal, new construction	133,677,000
Other activities: Small projects (under $500,000)	2,470,000
Subtotal, other activities	2,470,000
Opportunity purchase program	1,000,000
Total	137,147,000

OAKLAND, CA/SAN FRANCISCO, CA, FEDERAL BUILDINGS

The Committee has concurred with the administration in approving the lease-purchase of a Federal office building in Oakland, CA. However, the Committee has concurred with the House in providing language authorizing the commitment of funds from within the Federal buildings fund over the next 30 years, but without the new obligational authority of $141,700,000 recommended by the administration.

Last year, the Committee was informed by the administration that the full cost of the proposed Oakland, CA, Federal building was not required in order to initiate the lease-purchase method of procuring this important office building on land donated by the city of Oakland. Using the administration's own recommended statutory language, the Committee, the Congress, and the President approved the lease-purchase of the Oakland, CA, and San Francisco, CA, Federal building projects in Public Law 100–202.

Prior to the submission of the President's fiscal year 1989 budget in February 1988, the Office of Management and Budget informed the General Services Administration and the Committee that the language requested and approved for inclusion in the fiscal year 1988 appropriations bill for the GSA regarding the Oakland and San Francisco projects, was flawed and would require revision in the fiscal year 1989 budget submission. OMB also informed the Committee that it would not approve the initiation of the Oakland project until the full cost of the project—$141,700,000—was approved by Congress in the fiscal year 1989 appropriation bill. This delay in both the Oakland and San Francisco projects, due to the drafting error by the administration, caused a serious setback to both of these critical bay area building projects.

The Committee believes that the language included in the bill for fiscal year 1989 will properly address the concerns of OMB and the administration and allow both the Oakland and San Francisco Federal building projects to go forward without delay. The Committee does not believe that the $141,700,000 in new obligational authority is required in order to authorize GSA to commence the lease-purchase of both projects, as intended by the Committee last year and approved by the President of the United States. The Committee notes that in other cases where statutory authority exists for a multiyear contract or obligation, including the payment of interest and other related costs, the requirements are budgeted for on an annual basis. The Committee expects GSA to make every effort to make up the time lost on both of these important projects and accelerate its construction timetable accordingly. At the same time, the Committee directs the Office of Management and Budget not to interefere with either of these projects and to apportion the funds necessary to start construction of both projects in fiscal year 1988 and 1989. The Committee further expects the Administrator of GSA to make periodic reports on the progress of both of these projects during the course of fiscal 1989.

CENTER FOR SOUTHWEST RESEARCH, UNIVERSITY OF NEW MEXICO

The Committee recommends $5,000,000 for a grant to the University of New Mexico in Albuquerque, NM, for the establishment of a Center for Southwest Research.

Several research libraries in the Southwest hold outstanding collections on the region. At present, however, there is no library research instructional facility serving as a focal point for historical and contemporary Southwest issues. The University of New Mexico, with its historic commitment to Southwest and Latin American programs and a tradition which encompasses native American, Hispanic, Mexican, and Anglo cultures, is an ideal location for such a center.

The Center for Southwest Research will provide a national and regional focus for comparative and interdisciplinary scholarship and instruction on the American Southwest. It will serve as the first library research instructional facility designed to serve resident and visiting scholars, faculty and students working on the 500 years of Hispanic history and influence in the Southwest. The Center will act as a clearing house and online information center for materials, programs, and research-in-progress on historical and contemporary Southwest issues.

This grant will provide for the renovation and expansion of the historic Zimmerman Library at the university, now considered the finest example of Spanish Pueblo Revival Style in the Southwest, to house the center. This will provide the needed storage, service, and preservation facilities for the center. An endowment fund to provide continuing support for center acquisitions, staff, and programs will be established by the university through a nationwide fundraising campaign.

BATON ROUGE FEDERAL BUILDING/COURTHOUSE

The Committee recommends $16,758,000 for the continued design and construction of a Federal building/courthouse in Baton Rouge, LA.

The Committee directs the General Services Administration to submit a prospectus to the Congress within 60 days of the date of enactment of this act to enable the Administrator of General Services to proceed with the site planning, architectural and engineering design for construction of a 100,000-usable-square-foot new Federal building/courthouse in Baton Rouge, LA. The site for the new facility is adjacent to the existing Federal courthouse. This site is presently owned by the city of Baton Rouge and is valued at approximately $2,500,000. The site will be donated by the city to the U.S. Government for the express purpose of constructing a new Federal building/courthouse. The Committee understands that no funds appropriated by Congress for this project will be used for the purchase of the property which is presently owned by the city.

The building will house the expansion requirements of the district court and related agencies and will consolidate those agencies from various leased locations. The building will also house Federal agencies now in leased space, as those leases expire or as deemed prudent by the General Services Administration. The Committee directs the GSA to proceed in an expeditious manner to contract for the architectural and engineering design of this important building project.

In addition, the Committee recommends that GSA proceed in an orderly manner to relocate Federal offices presently in leased space to the new building. GSA should also consider leasing any vacant space in the new building to the city or to private entities.

LAKELAND, FL, FEDERAL FACILITIES

The Committee has included $15,000,000 for planning, site acquisition and initial construction of a new Federal facility in Lakeland, (Polk County), FL. The Committee is aware that the present Federal building in Lakeland, a converted post office built around 1917, cannot house present Federal agencies in the area. The Committee is also aware that a number of agencies currently operating in leased space in both the Tampa/St. Petersburg and Orlando metropolitan areas could be consolidated into this new central Florida facility. In the Tampa area alone, GSA is leasing over 206,000 square feet of space.

The Committee has also noted the interest of the U.S. Department of Agriculture's Agricultural Research Service in a new central Florida location. Sixty thousand square feet of office/laboratory space are required for 31 scientists and 44 support staff; separate research facilities and field space, which could be contiguous or within 5 miles of the main facility, would require an additional 40,000 square feet.

The Committee is aware of the future needs anticipated by the U.S. District Court for the Middle District of Florida. The case filings in Polk County are expected to reach 400 by 1992, and a future Lakeland court could serve the surrounding Hardee, Osceola, and Highlands Counties. The Tampa division will be the fastest growing division for the foreseeable future, with a current judge from Lakeland scheduled to go on senior status in 1994. Background information on anticipated needs concluded that any planning for a new Federal facility in Lakeland should include consideration of the needs of the U.S. District Court, Middle District of Florida, and those central Florida litigants and lawyers requiring access to the Federal court. While a permanent judicial presence may be 5 years away, judicial facilities in Lakeland, if available today, could be put to use with a number of senior visiting judges from outside the district who are regularly designated to conduct trial terms in the middle district of Florida. It is expected that 10,000 square feet of space would be required for court chambers and associated facilities.

Finally, the Committee understands that the central Florida Military Enlistment Processing [MEP] Center is currently located in temporary quarters in St. Petersburg. Although MEP officials have indicated a preference for a Tampa location. Lakeland offers an alternative central location and that savings might be realized by including a recruit processing facility within a new Lakeland facility.

The Committee, therefore, directs GSA to work with the U.S. Department of Agriculture, the U.S. Court of the Middle District of Florida, and military officials in developing detailed plans for this facility, which should include adequate space for present Lakeland Federal activities, court chambers and offices, agricultural office and laboratory space and separate field offices if required, and space for military enlistment processing. It also encourages GSA to consider additional consolidations of Federal activities in the Orlando and Tampa/St. Petersburg areas into this new central facility.

MARTHA GRAHAM CENTER OF CONTEMPORARY DANCE/NEW YORK

The Committee has recommended $7,000,000 for the construction, renovation, and improvement, including improvement to studio space and related facilities, and various archival/preservation activities as part of a new Martha Graham Center of Contemporary Dance in New York City.

These funds will be used primarily to facilitate the preservation of the dance works of Martha Graham and her internationally acclaimed dance company in New York City, and to provide construction and renovation services to this important project in fiscal year 1989. The new center will also serve as a national museum and archives for American contemporary dance in an effort to preserve and protect a unique art form that is recognized worldwide as representative of American dance.

In view of GSA's expertise in construction, renovation, and improvement of space, it has been tasked by the Committee to be the lead agency for the completion of this project. At the same time, since a portion of the funding provided by the Committee deals with archival and preservation work to be performed as an integral part of the Center of Contemporary Dance, the Administrator of GSA is directed to enter into an agreement with the National Archives and Records Administration to assist with the preservation, archival, and museum elements of the overall project. This agreement may be consumated through interagency transfers of funds or other mechanisms whereby the expertise of the two agencies is fully utilized in achieving a successful conclusion to this important and unique project in New York City. The Administrator of GSA and the Archivist of the United States are directed to report periodically to the Committee regarding the progress of this joint effort.

COAST GUARD FACILITY, MARTINSBURG, WV

During hearings on the fiscal year 1989 GSA budget, concerns were expressed that the Coast Guard facility to be located at Martinsburg, WV, be expedited and that the Coast Guard's special operational requirements be fully met. The Committee is sympathetic with these concerns and will expect the GSA to comply with the schedule for undertaking the project, provided by GSA in the hearing record, including award of the lease by May 1989 and completion of construction by March 1990.

NEWARK FEDERAL BUILDING PARKING

The Committee is aware of concerns of the city of Newark, NJ, that parking facilities for the Martin Luther King, Jr., Federal Building in Newark are inadequate to address needs. The Committee directs the General Services Administration to initiate preliminary engineering and design and site preparation for an additional parking facility and provides $250,000 for this purpose.

LITTLE ROCK, AR, POST OFFICE/COURTHOUSE

The Committee notes that the U.S. District Court, Eastern District of Arkansas, has expanded in recent years from two to five district judges, an eighth circuit court appellate judge, three magistrates, and three bankruptcy judges. At present, the court is planning courtrooms for an additional district judge and a senior status judge. In order to accommodate this expansion, additional land for construction of new facilities and parking will be required. The Committee directs the GSA to begin the necessary procedures to acquire land for the planned expansion of the U.S. Post Office and Courthouse in Little Rock, AR, and work cooperatively with the U.S. district court to address its needs in this regard.

REPAIRS AND ALTERATIONS

1988 appropriation to date	($472,945,000)
1989 budget estimate	(538,251,000)
House allowance	(550,673,000)
Committee recommendation	(517,424,000)

The Committee recommends new obligational authority of $517,424,000 for repairs and alterations in fiscal year 1989. The Committee recommendation is $20,827,000 below the budget estimate and $33,249,000 under the House allowance.

Under this activity, the General Services Administration [GSA] executes its responsibility for repairs and alterations [R&A] of both Government-owned and leased facilities under the control of GSA. The major goal of this activity is to provide commercially equivalent space to tenant agencies. Safety, quality, and operating efficiency of facilities are given primary consideration in carrying out this responsibility. A major portion of the fiscal year 1988 program is devoted to nondiscretionary work necessary to meet this goal and keep the buildings in an occupiable condition.

R&A workload requirements originate with scheduled onsite inspections of buildings by qualified regional engineers and buildings managers. The work identified through these inspections is programmed in order of priority into the repairs and alterations construction automated tracking system [RACATS] and incorporated into a 5-year plan for accomplishment, based upon funding availability, urgency, and the volume of R&A work that GSA has the capability to execute annually.

The R&A Program, for purposes of funds control, is divided into two types of projects: line item and nonline item. The following is a definition of each category of projects.

Categories of projects

Line item projects.—Line item projects are those larger projects for which a prospectus is required under the provisions of the Public Buildings Act of 1959 and for which over $500,000 is to be obligated at a single location within a fiscal year. Generally, line item projects are similar to construction projects in the scope of work involved and the multiyear timeframe for project completion. Line item projects are listed individually in GSA's appropriations acts and the obligational authority for each project is limited to the amount shown therein.

Nonline item projects.—This category includes all smaller projects for which an amount less than $500,000 is to be obligated at a single location within a fiscal year. Projects included in this category are generally short term in nature, and funds can normally be obligated within a 1-year period. This category also includes projects which are recurring in nature, such as cyclic painting and pointing, and the minor repair of defective building systems (for example, mechanical, plumbing, electrical, fire safety, and elevator system components).

PILOT PROJECT: SAFE-AREAS-OF-REFUGE FOR THE DISABLED

The Committee has recommended the obligation of up to $2,000,000 from the Federal buildings fund for the express purpose of funding a pilot project establishing safe areas-of-refuge from fire for the disabled. GSA shall, after consultation with designated representatives of the disabled community, select not fewer than six buildings to be used in this project. The selected buildings shall be submitted to the Committee for approval within 90 days. In each of these buildings, GSA shall construct, or cause to be constructed, safe areas-of-refuge on every floor above or below grade that is not served by ramps. The areas-of-refuge shall be of minimum 1-hour fire resistive construction, having doors that comply with section 5–2.1.14 of NFPA–101, 1988 and installed in accordance with NFPA–80, 1986. The areas shall be at least 100 square feet, but shall be large enough to accommodate 1.5 percent of the occupant load of the floor served (based on 15 square feet per person). Each area-of-refuge shall have access to an elevator or stairway and shall be equipped with a means of communication to a constantly attended location within the building. Final design shall be submitted to the Committee for approval within 180 days. Funds provided for this project shall be committed within 270 days, and construction shall begin prior to the end of the fiscal year. In order to keep the Committee updated, GSA shall submit quarterly written progress reports.

CAPITAL IMPROVEMENTS OF UNITED STATES-MEXICO BORDER FACILITIES

In fiscal year 1988, the Committee recommended and the President approved the initial phase of a multiyear program to improve United States-Mexico border facilities along the entire Southwest border of the United States. A total of $28,678,000 was provided within the Federal buildings fund to initiate capital improvements at a number of important ports of entry where the need for such improvements was most acute. The House has recommended the same level of funding in fiscal year 1989 to continue this capital improvement effort at border port facilities from California to Texas.

The Committee has recommended a total of $75,799,000 for the second phase of this multiyear effort to improve the deplorable conditions at facilities along the entire Southwest border. This level of funding is the amount that the Committee believes could be effectively obligated for additional border project capital improvements in fiscal year 1989.

The Committee applauds the General Services Administration, the border agencies, and the representatives of the border trade community for their excellent cooperation in preparing the list of priorities for special attention in GSA's regions 7 and 9. The Committee acknowledges that a comprehensive border facility improvements initiative of this magnitude is not easy to coordinate nor implement. However, it now appears that GSA has established working groups and coordinating mechanisms that should allow the smooth implementation of the project priorities identified in fiscal years 1988 and 1989.

The following table outlines the projects and the funding levels for each project authorized by the Committee for initiation in fiscal year 1989:

BORDER STATION SUMMARY—REGION 7

Project	Committee recommendation fiscal year 1989[1]	Project description
Antelope Wells, NM: Glass/TV/housing	$285,000	Security improvements; roof replacement; minor R&A. Also two houses ($185,000). 1988 continuing resolution work is design by an A/E. Station owned by USCS.
Columbus, NM: Glass/TV	425,000	Install bullet resistant glass/TV monitors, dock expansion, and a secondary head house; prospectus for upgrade/expansion of facility previously approved (fiscal year 1987). All real estate acquired December 1987; construction contract awarded February 1988; estimate completion December 1988. Prospectus project formulated before new security guidelines. 1988 continuing resolution work for security.
Santa Teresa, NM: Design and build new station.	3,000,000	Site survey, design, and begin to construct new border station on a donated site; 1988 continuing resolution funds used for design.
New Mexico subtotal	3,710,000	
Amastad Dam, TX: R&A	150,000	Renovation and expansion of small station (new project).
Brownsville, TX:		
Gateway Bridge:		
Security	235,000	Security including cameras on public streets to new truck lot, TV, and duress alarms.
Lane expansion	1,254,000	Design and construction of primary and secondary inspection lanes in existing station; 1988 continuing resolution funds for design with term A/E.
R&A/extension	8,413,000	Redesign and renovate existing building and bring into compliance with fire/safety/handicapped requirements; purchase of land and construction of new building.
New bridge	500,000	Design of a new facility/bridge.
B&M Bridge: Replace station	3,227,000	Site, design, and construction of a Government-owned facility to replace a leased facility; 1988 continuing resolution funds for design ($400,000) and land.
Los Indios: Replace station	190,000	Design, acquire site, and construct new border crossing facility; 1988 continuing resolution funds for design.
Del Rio, TX:		
Security		Security work including cameras and glass; 1988 continuing resolution funds for security.
Lane expansion	1,075,000	New truck ramp to import dock, expanded inspection lanes and R&A; 1988 continuing resolution funds for design.
Replace station		Site, design, and construction of replacement station; 1988 continuing resolution funds for master plan and concepts.

See footnote at end of table.

BORDER STATION SUMMARY—REGION 7—Continued

Project	Committee recommendation fiscal year 1989 [1]	Project description
Eagle Pass, TX: Security/R&A	4,050,000	Expansion of primary and secondary lanes; roof replacement, security cameras and glass; import lot and dock expansion; and station renovation; 1988 continuing resolution for design/master plan. Expansion should include six primary lane capacity.
El Paso, TX:		
Bridge of the Americas:		
Design/R&A	2,208,000	Engineering study, design, and construction of inspection lanes; completion of work at import lot; more line relief booths and pave more of truck lot area; 1988 continuing resolution funds for design.
Paving	850,000	Pave import lot.
Paso del Norte: Extension/R&A	1,150,000	Renovate old station by increasing lot and dock, improve headhouse and security; AE work on master plan and preliminary design with 1988 continuing resolution funds. Expansion should include 2 additional primary lanes for a total of 10.
Ysleta/Zaragosa: Design/construct	2,700,000	Additional expansion at site and security; 1988 continuing resolution funds for interim improvements.
Fabens, TX: Glass/TV/site acquisition	800,000	Install bullet resistant glass and TV monitors; resolve water contamination problems; acquire land for expansion 1988 continuing resolution funds for security and a well.
Falcon Dam, TX: R&A	310,000	More office space; security improvements including glass and TV cameras; 1988 continuing resolution for security.
Fort Hancock, TX: Glass/TV		Install bullet resistant glass and TV monitors; station owned by INS; 1988 continuing resolution funds for design.
Hidalgo, TX: Safety/design/R&A	1,110,000	Modifications for safety and efficiency through expansion of pedestrian processing area and a security system; 1988 continuing resolution funds for design. Station is leased.
Laredo, TX:		
Juarez-Lincoln Bridge: Site/design/R&A.	3,000,000	Site acquisition for commercial lot; rework old lot and install quick-release booths; 1988 continuing resolution funds for design, land, and security.
New bridge	500,000	Plan and design a new bridge facility (Laredo bridge or Columbia).
Convent Street: Design upgrade	2,650,000	Design and complete renovation; expand lanes and security; 1988 continuing resolution funds for design.
Presidio, TX: Security/housing	1,000,000	Install security devices; expand import lot to access five docks; improve access to commercial import lot from bridge; office for enforcement; purchase site and construct 50 housing units for special agents; 1988 continuing resolution funds for design and R&A.
Progresso, TX: Security/R&A	400,000	Install security devices; R&A includes larger secondary booth, alteration and expansion of import facility. 1988 continuing resolution funds for design and R&A.

Rio Grande City, TX: Improvements		1988 continuing resolution funds for design. New administration building: expand to 4 primary and 16 secondary lanes; new import lot and dock paving; design work
Roma, TX: Safety	550,000	Install bullet resistant glass, TV monitors, armor plating and duress alarms; expand import dock and dog kennel. 1988 continuing resolution funds for security.
Texas subtotal	36,322,000	
Region 7 subtotal	40,032,000	
Douglas, AZ:		
New facility for commercial traffic and administration.	454,000	Design/plan new facility for commercial facility and expanded operations.
R&A	904,000	Expand primary lanes to 6 and secondary lot with 12 lanes; paving of secondary area; kennel repairs.
Safety items	118,000	Intercom; lighting; fencing; TV; monitors.
Lukeville, AZ:		
R&A	347,000	Fencing and painting; repair road and sidewalk; replace roof; 1988 continuing resolution funds to start R&A work.
Safety	65,000	Install bullet resistant glass and other safety items.
Naco, AZ:		
New facility	500,000	New facility.
R&A	45,000	Fencing; employee parking; mechanical gate; PA system; 1988 continuing resolution funds will start R&A.
Safety	32,000	Television monitors; bullet resistant glass.
Nogales, AZ:		
Grande Avenue/Morley Gate:		
R&A	1,130,000	Complete restructuring of the facility; move walls/fencing; new primary booths.
Safety	182,000	Television monitors; glass.
New station	3,042,000	Build a new station; 1988 continuing resolution funds for design and master plan.
Mariposa (Nogales west): R&A	1,343,000	R&A, including speed bumps, signage, traffic railings; 1988 continuing resolution funds for design. Four lane access from Mexico into import lot.
Sasabe, AZ (new project):		
New facility	539,000	Build new facility; acquire site, construction four new residences.
R&A	66,000	Interim renovation; employee parking.
Safety	34,000	Safety, glass, and TV monitors.

See footnote at end of table.

BORDER STATION SUMMARY—REGION 7—Continued

Project	Committee recommendation fiscal year 1989[1]	Project description
San Luis, AZ:		
R&A	830,000	R&A and install bullet resistant glass; construct additional two primary lanes with computer equipment, extend truck dock from 7 to 14 dock capacity; dog kennels; 1988 continuing resolution funds to start R&A work.
Safety	68,000	TV monitors; glass.
Arizona subtotal	9,699,000	
Andrade, CA:		
R&A/safety	342,000	Install bullet resistant glass; new bathroom; signs; employee parking; 1988 continuing resolution funds to start R&A work; site to be leased from Indians.
New station	475,000	Site acquisition and construction.
Calexico, CA:		
New commercial station	2,000,000	Site, design, and construction of new station; 1988 continuing resolution funds for master plan.
Safety/asbestos	5,189,000	Safety and asbestos removal; 1988 continuing resolution funds for design.
R&A	1,491,000	R&A work for lighting, speed bumps, new dock, office R&A, kennels, exhaust fans; 1988 continuing resolution funds for design and start of R&A.
San Ysidro/Otay Mesa, CA:		
R&A/Virginia Street	507,000	Security work and general upgrade of facility such as new booths, canopy, and roadwork; 1988 continuing resolution funds for design.
Safety San Ysidro/Otay	4,809,000	Asbestos removal at San Ysidro; overpass screens and other safety work; 1988 continuing resolution funds for safety.
R&A	4,305,000	R&A to existing facility including dock extension, four new lanes and booths, expansion of pedestrian area, and facilities to unload railroad cars; 1988 continuing resolution funds for design.
Signs/security	1,044,000	Signs and security equipment; 1988 continuing resolution funds for design and some work.
New facility/Otay	1,298,000	Otay Mesa construction of lot and docks; reprogramming of fiscal year 1988 continuing resolution funds for $6.500,000 land purchase.
Improve commercial lot	3,058,000	Renovation of the existing truck lot including new booths, dock and other improvements; 1988 continuing resolution funds for design and some R&A work.

Tecate, CA:		
New station	975,000	Site acquisition and construction of station and truck facility.
R&A	575,000	R&A and install bullet resistant glass.
California subtotal	26,068,000	
Region 9 subtotal	35,767,000	
Program total	75,799,000	

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[1] Includes potential fiscal year 1988 reprogramming.

The Committee is cognizant of the fact that during the course of fiscal year 1989, circumstances unforeseen by the Committee or GSA could arise that may alter the progress of repair and alteration work on the border projects outlined in this report and in the bill. Should GSA, in concert with Customs, INS, Agriculture, the Department of State, and the border trade community agree that the scope or focus of the projects proposed for funding in this bill change, the Committee is to be immediately notified in writing. A full and complete discussion of any such change in the project list outlined above shall take place before any alteration of the Committee project list is undertaken. The Committee also expects to be consulted prior to any alteration of the list of projects initiated in fiscal year 1988 that could affect projects proposed for fiscal year 1989.

The Committee has also included language in the bill that directs the GSA to request reprogramming of any unobligated funds in the Federal buildings fund, up to $10,000,000, in the last quarter of the fiscal year, to provide additional funding for the United States-Mexico border facility improvements program. These additional reprogrammed funds should be used by GSA to accelerate implementation of ongoing projects from prior years; from the list of projects outlined above for fiscal 1989; and to take advantage of unforeseen opportunities to improve border facilities that may not have been identified to date by the Committee. Again, the reprogramming request should be submitted promptly in accordance with the mandated deadline of July 30, 1989, in the bill, fully identifying the projects that will be the focus of the reprogramming recommendation.

BUREAU OF MINES AVONDALE RELOCATION

The Committee has included $6,500,000 for GSA for design and alteration work to renovate the Federal property at Avondale, MD. This renovation will enable the Bureau of Mines to relocate there. The Department of the Interior [DOI] shall remain in control of the operation, maintenance, and assignment responsibilities at Avondale. By inserting this language as a general provision, the Committee intends that the GSA shall be reimbursed over time by DOI for the design and alteration costs at Avondale. The Committee expects GSA and DOI to work out a payment schedule for this purpose, but does not anticipate DOI making any such payment in fiscal year 1989.

PURCHASE CONTRACT PAYMENTS

1988 appropriation to date	($133,105,000)
1989 amended budget estimate	(142,450,000)
House allowance	(142,450,000)
Committee recommendation	(133,000,000)

The Committee recommends a limitation of $133,000,000 for purchase contract payments. The Committee recommendation is $9,450,000 below the budget estimate and the House allowance.

The Public Buildings Amendments of 1972 enables GSA to enter into contractual arrangements for the construction of a backlog of approved but unfunded projects. The purchase contracts require the Government to make periodic payments on these facilities over varying periods until title is transferred to the Government. This activity provides for the payment of principal, interest, taxes, and other required obligations related to facilities acquired pursuant to the Public Buildings Amendments of 1972 (40 U.S.C. 602a).

GENERAL PROVISION

The Office of Management and Budget and Treasury have established new rules for the treatment of Federal Financing Bank [FFB] transactions. Starting in fiscal year 1988, repayments of principal made to the FFB for facilities built by purchase contract were treated as repayments of agency borrowings from the FFB. Such repayments are not treated as an obligation or outlay of the Federal Buildings Fund [FBF], but instead are recorded as a nonexpenditure transfer from the FBF. The FBF appropriation language requires that all payments out of the fund be authorized in annual appropriations acts by the approval of new obligational authority [NOA] for such payments. The Committee has included language that provides the authorization for GSA to make repayments to the FFB through the nonexpenditure method and relieves Congress of the necessity of providing NOA for a payment method which creates no obligation.

Inclusion of the language will allow a reduction of $9,450,00 in the "Purchase contract payments" account in fiscal year 1989.

RENTAL OF SPACE

1988 appropriation to date	($1,169,532,000)
1989 amended budget estimate	(1,200,000,000)
House allowance	(1,200,000,000)
Committee recommendation	(1,177,532,000)

The Committee recommends a limitation of $1,177,532,000 for rental of space. The Committee recommendation is $22,468,000 below the budget estimate and the House allowance.

The General Services Administration is responsible for leasing general purpose space and land incident thereto for Federal agencies, except for cases where GSA has delegated its leasing authority (for example, the Veterans Administration, as well as the Departments of Agriculture, Commerce, and Defense). GSA's policy is to lease privately owned buildings and land only when: (1) Federal space needs cannot be otherwise accommodated satisfactorily in existing Government-owned or leased space; (2) leasing proves to be more efficient than the construction or alteration of a Federal building; (3) construction or alteration is not warranted because requirements in the community are insufficient or are indefinite in scope or duration; or (4) completion of a new Federal building within a reasonable time cannot be assured.

Over the past 11 years (fiscal year 1975 through fiscal year 1986), the inventory of GSA-controlled leased space has remained relatively constant while the cost of that space has nearly tripled. The expiration of long-term (10- or 20-year) leases that were made at favorable rates during the 1960's and early 1970's began to have a significant impact in fiscal year 1986, when rental of space cost increases showed a sharp upward turn. This trend is expected to continue through fiscal year 1988 and the outyears. The Committee notes that GSA projects that, unless significant reductions are made to the leased space inventory, the rental of space budget will reach $2,000,000,000 by the mid-to-late 1990's.

The Committee further notes that GSA has made the reduction of leased space costs one of its primary objectives, and has implemented several broad initiatives to support the achievement of this objective, including replacement of leased space with Government-owned space in those geographic locations where the economics justify such action. These programs include: Building purchase; recapture of vacant Government-owned space through renovation; agency consolidation; and new construction.

The Committee is informed that, historically, a 2-percent balance has been available at the end of each fiscal year in this account and available for reprogramming purposes. Therefore, in light of the rigid budget restraints being imposed on all agencies in fiscal year 1989 and the need to reduce outlays within the Federal Buildings Fund, the Committee has recommended a $20,468,000 reduction in this account for fiscal year 1989. Should rental of space requirements exceed historical levels at year end, the Committee will entertain a request for reprogramming from other sources, but only to meet emergency or mandatory rental of space requirements.

GSA ACTIONS TO RELOCATE FEDERAL AGENCIES

The Committee continues to support the efforts of the General Services Administration, after consideration of an agency's operational needs, to reduce long-term office space leasing and ownership costs by relocating agencies to lower cost, yet quality, suburban locations. The Committee is also supportive of the directives of the Office of Management and Budget [OMB] and GSA urging such relocations. The Committee directs the GSA to utilize funds provided for real property relocation to increase the effort to take advantage of such low-cost quality leased and owned space.

CONTRACTING OUT OF CERTAIN MAINTENANCE PERSONNEL IN SOUTH CAROLINA

The Committee continues to be concerned that the General Services Administration is planning to contract out certain utility systems repair positions at various Federal buildings in South Carolina, as part of a plan by the General Services Administration to contract out the total management, operations and maintenance of Federal buildings in South Carolina. The Committee is concerned that this is being done without cost comparisons of public versus private costs and directs GSA not to proceed with such plans until they are specifically cleared with the Committee.

OFFICE SPACE IN BURLINGTON, VT

The Committee notes that the administrative space presently occupied by the eastern regional office of the Immigration and Naturalization Service [INS] in Burlington, VT, is divided among four buildings, is very crowded and has no expansion potential. These limitations do not allow the region's 200 administrative employees to efficiently carry out their duties, as mandated by the Immigration and Naturalization Act as enacted and as amended by the Immigration Reform and Control Act of 1986. To correct this situation, the Committee directs the General Services Administration [GSA] to survey the greater Burlington area for adequate space to which the regional office can be relocated by October 1, 1989. If no such space is presently available, the Committee directs the GSA to develop, by January 1, 1989, a recommended plan of action for accommodating the legitimate space requirements of the regional office in the greater Burlington area. With reference to this INS region, the Committee commends the GSA for its onging work in developing adequate space for the regional adjudication center in St. Albans, VT.

REAL PROPERTY OPERATIONS

1988 appropriation to date	($805,384,000)
1989 amended budget estimate	(881,703,000)
House allowance	(881,703,000)
Committee recommendation	(882,000,000)

The Committee recommends a limitation of $882,000,000 for real property operations. The Committee recommendation is $297,000 over the budget estimate and the House allowance.

This activity provides for the operation of all Government-owned facilities under the jurisdiction of GSA, and building services in GSA leased space where the terms of the lease do not require the lessor to furnish such services.

Services included in building operations are cleaning, protection, maintenance, payments for utilities and fuel, grounds maintenance, and elevator operations. Other related supporting services include various real property management and staff support activities such as space acquisition and assignment; the moving of Federal agencies as a result of space alterations in order to provide better space utilization in existing buildings; on-site inspection of building services and operations accomplished by private contractors; and various highly specialized contract administration support functions. The space, operations, and services referred to above are furnished by GSA to its tenant agencies in return for payment of rent. Due to considerations unique to their operation, GSA also provides varying levels of above-standard services in agency headquarter facilities, including those occupied by the Executive Office of the President, such as the east and west wings of the White House.

FEDERAL PROTECTIVE SERVICE

The Committee is aware of the efforts of the Administrator of General Services to comply with the Committee's report of September 17, 1987, which required, among other things, that Federal protective officer staffing be returned to January 1, 1986, levels.

The Committee further recognizes that through the delegation or transfer of certain security functions to other Federal agencies, the number of full-time equivalent Federal protective officer positions as of January 1, 1986, shall be calculated by reducing the then on-board figure by the number of Federal protective officer positions delegated or transferred to those other Federal agencies. Therefore, the resulting full-time staffing level which the Federal Protective Service shall maintain is approximately 1,000.

The Committee acknowledges that it will be difficult to expect that the Federal protective officer staffing level of 1,000 could be reached in fiscal year 1989. However, the Committee believes that it is realistic for the Federal Protective Service to restaff Federal protective officer positions at a rate of not less than 50 positions per year until such time that the full-time equivalency has reached the 1,000 level.

Therefore, the Committee directs the Administrator of General Services to allocate sufficient funds from within the "Real property operations" account to hire and maintain no fewer than 50 full-time equivalent positions in fiscal year 1989, over and above the current fiscal year 1988 staffing levels for the Federal Protective Service nationwide. The Administrator should also submit a plan to the Committee outlining in detail how he intends to achieve the 1,000 full-time staff level for the Federal Protective Service by no later than fiscal year 1991. This plan shall be submitted within 90 days of enactment.

Finally, the Administrator shall not consolidate any FPO positions from smaller cities into the core cities targeted for such consolidation under the newly established Nationwide Security Improvement Program. The Committee fully supports the efforts of GSA to improve security at Federal buildings and other Federal facilities around the country. However, it continues to believe that the best way to achieve such increased security is to bolster—not reduce or consolidate—its Federal protective officer work force in those areas where the security needs are most acute. The Committee commends the Administrator and his security staff for their cooperation in implementing the Committee's directives in Senate Report 100–160 regarding FPO's and looks forward to working with the agency in improving the role of the Federal Protective Service in providing security for Federal property.

Further, because of the Committee's deep concern over the recruitment and retention problems of certain Federal police forces including GSA police, OPM was granted authority to grant special pay relief. In the case of GSA police, OPM granted this special pay relief to only those in the Washington, DC, area. This action has led to furthering of morale problems in other cities where GSA has Federal protective officers. This exacerbates retention problems for GSA. Not only do

Federal protective officers see inequity in compensation between themselves and others, but inequity within their own ranks.

Therefore, the Committee directs the Administrator to explore special pay for Federal protective officers in other major cities that he has designated as core cities. The Committee recommends that the Administrator set aside sufficient funds within the "Real property operations" account to cover the cost of special pay for FPO's in core cities should such application for special pay be approved in fiscal year 1989.

PROGRAM DIRECTION

1988 appropriation to date	($48,014,000)
1989 budget estimate	(49,740,000)
House allowance	(49,740,000)
Committee recommendation	(49,000,000)

The Committee recommends the budget request of $49,000,000 for program direction. This amount is $740,000 below the budget request and the House allowance.

The program direction activity provides for the overall general management and administration of programs which are the responsibility of the General Services Administration's Public Buildings Service [PBS] at both the central office and regional levels, including planning, development of policy, and program evaluation and control. It further provides for the costs of essential supporting services for those activities which are funded on a centralized basis, such as nationwide automated data processing services and other common distributable items.

DESIGN AND CONSTRUCTION SERVICES

1988 appropriation to date	$110,036,000
1989 amended budget estimate	136,698,000
House allowance	136,698,000
Committee recommendation	130,000,000

The Committee recommends $130,000,000 for the design and construction activity. The Committee recommendation is $6,698,000 below the budget estimate and the House allowance.

The design and construction services activity provides for the design, management, and inspection [M&I] of new construction and repairs and alterations projects, and nonproject-specific technical services. This includes the full range of design and construction services required by the Public Buildings Service [PBS] incident to projects approved under the Public Buildings Act of 1959, as amended, and all related costs such as travel, printing, advertising, and defense of claims against the Government.

The three major functions within the design and construction services activity are:

Design.—A combined narrative and graphic solution to a physical need to renovate or restore an existing facility, or construct a new facility. The design process includes the development of detailed plans, specifications and working drawings which are ultimately marketed for construction award to a responsible contractor; evaluation of soil conditions; and other required surveys and tests.

Management and inspection.—The physical examination of the quantity and quality of materials and workmanship put in place at a construction site to ensure conformance to the requirements of the contract. This function includes project review to ensure adherence to required procurement regulations; safety program enforcement; determination of contract modification needs; development of cost and time estimates; and the evaluation of construction progress to determine contractor payments.

Technical services.—Include planning and administration of the PBS Capital Improvements Program; inspections, surveys, and other activities designed to identify and document potential fire and life safety hazards; building evaluations; scope development; and development of handbooks and other types of program guidance.

The following costs are not financed by this activity: costs for the acquisition of sites and construction of new construction projects which are financed from the construction and acquisition of facilities activity; and costs for the construction phase of repairs and alterations projects which are financed from the repairs and alterations activity. Reimbursable services provided to other agencies for transfer construction projects and reimbursable work authorizations are reflected in the design and construction activity of the Reimbursable Program.

FEDERAL SUPPLY SERVICE, OPERATING EXPENSES

1988 appropriation to date	$69,600,000
1989 budget estimate	47,829,000
House allowance	47,829,000
Committee recommendation	47,000,000

The Committee recommends an appropriation of $47,000,000 for the operating expenses of the Federal Supply Service in fiscal year 1989, a reduction of $829,000 below the House allowance and the budget request.

FUNCTIONS OF THE FEDERAL SUPPLY SERVICE

The Federal Supply Service provides Governmentwide direction and coordination of a worldwide supply distribution system; management of supplies and personal property; transportation and travel management; vehicle fleet management; and property management activities for utilization, rehabilitation, and donation of Federal personal property.

Supply.—This activity provides for the operation of a worldwide supply system to contract for and distribute supplies and property to Federal agencies.

Transportation.—The purpose of this activity is to provide a comprehensive and effective Governmentwide program for transportation and travel management, transportation audits, operation and maintenance of motor equipment to meet agency requirements and development and execution of the automotive procurement function of the Government.

The GSA/FSS transportation and travel management programs continue to provide support and dollar savings for Government agencies through negotiated airline city-pair contracts, travel management centers [TMC], hotel/motel discounts, charge card/travelers check program, automated rate and routing processes, the small package express delivery program, audits of transportation claims by and against the U.S. Government, and the long-term vehicle lease contracts program.

Property management.—This activity manages and operates a Governmentwide excess personal property program including the utilization, donation, and sale of property. It encompasses all Government agencies, and provides for utilization of excess property; donation of surplus personal property for public benefit purposes; sale of surplus and exchange/sale of personal property (except DOD property); and rehabilitation and reclamation of Government personal property to extend its useful life.

Service direction—This activity provides executive leadership, management direction, and nationwide support for a National Supply Program, a Governmentwide program for transportation/travel management and property management within the Federal Supply Service. It also develops policy and provides nationwide support services in the areas of budget administration, financial management, data systems, forecasting, management information systems, and economic analysis.

The Committee directs that the reduction of $829,000 below the budget request be absorbed in low-priority activities in fiscal year 1989.

FEDERAL PROPERTY RESOURCES SERVICE

OPERATING EXPENSES

1988 appropriation to date	$12,000,000
1989 budget estimate	12,109,000
House allowance	12,109,000
Committee recommendation	12,000,000

The Committee recommends an appropriation of $12,000,000, which is $109,000 below the budget estimate and the House allowance.

The Federal Property Resources Service [FPRS] is responsible for the further utilization by Federal agencies of Government excess real property and for disposal by discount conveyance for public purposes, or by sale, of Government surplus real property. Additionally, FPRS acquires, stores, manages, and disposes of the Nation's inventory of strategic and critical materials essential to the military and industrial requirements of the United States in times of national emergency. The programs relating to the stockpile are centralized with no regional counterparts. The Real Property Disposition Program is conducted through four regional offices.

Real property.—This activity promotes maximum utilization of real property by Federal agencies and minimizes new procurements of real property by transferring available excess property among agencies. Pursuant to Executive Order 12512, it provides Governmentwide policy oversight and guidance for Federal real property management, develops legislative initiatives that seek to improve such management, and conducts real property utilization surveys to identify real property which is not utilized, underutilized and not being put to optimum use, and recommends excessing of such properties. It provides for the economic and efficient disposal of surplus real property by sale, exchange, lease, permit assignment or transfer for both private and public purposes. This activity provides for the protection and maintenance of excess and surplus property in order to retain maximum value and marketability pending its disposition. It provides for the appraisal of excess and surplus property and establishes the specifications, standards, and methods governing such appraisals. Further, it provides for preparation of land reuse planning studies and environmental and cultural enhancement reviews required in the disposition of real property.

The Committee recommends that the $109,000 reduction below the budget request be absorbed in low-priority activities in fiscal year 1989.

REAL PROPERTY RELOCATION

1988 appropriation to date	$5,000,000
1989 budget estimate	50,000,000
House allowance	16,000,000
Committee recommendation	10,000,000

The Committee recommends an appropriation of $10,000,000 for real property relocation activities in fiscal year 1989. This amount is $40,000,000 below the budget request and $6,000,000 below the House-passed bill.

The funds requested by the President for this activity will be used to support the goal of the Federal Property Resources Service and the objective of Executive Order 12512, which is to provide for the optimum utilization of federally owned real property. The President has indicated valuable Government-owned property exists that is now underutilized, but which has not been released for disposal by the landholding agencies. This is often due to the high costs of relocating personnel and equipment, and of acquiring new facilities.

The President believes that such properties could provide significant revenue if sold, but under current laws, the holding agency usually must provide the funds for relocations. For these reasons, agencies are reluctant to release properties for sale regardless of their value and suitability for commercial use. By providing agencies with these funds, an incentive could be established for them to agree to move. Further, long-term savings could result from the operation and maintenance of facilities better suited to agency missions.

Implementation of the relocation program is considered by the President to be an essential part of the overall real property disposal program. Receipts from sales of real property are targeted at $225,000,000 in fiscal year 1988 and $225,000,000 in fiscal year 1989. The relocation initiative could greatly assist in helping to achieve these goals, thereby reducing the Federal deficit. Any and all potential candidates will be evaluated regardless of the dollar value of the property. The primary consideration will be the economic advantage to the Federal Government, that is, the estimated proceeds from sales versus relocation costs.

A minimum return on investment is estimated at 2 to 1, however, it is believed by GSA that a ratio of 4 to 1 or 5 to 1 is achievable.

The Committee is aware of the benefits to be derived from providing real property relocation funding to GSA. However, even with the reduction of $40,000,000 below the budget request, the Committee has doubled the fiscal year 1988 appropriation level for real property relocation. This level of funding should allow GSA to take advantage of opportunities during fiscal year 1989 to relocate personnel and sell Federal property.

RELOCATION OF HALE OPIO, KAUAI, INC., TO SURPLUS STATE LAND IN STATE OF HAWAII

The Committee has earmarked up to $1,500,000 out of the "Real property relocation" account to permit GSA to relocate Hale Opio, Kauai, Inc., to surplus State land in Hawaii, thus allowing GSA to sell a lucrative piece of property. Hale Opio, Inc., is a private, nonprofit organization which operates an in-community, residential-education program for adolescents who have been removed from the control of their parents and are in need of 24-hour supervision.

These services are provided under contract with the Department of Human Services and the Judiciary of the State of Hawaii. Hale Opio, under license from the U.S. Coast Guard, is situated at the deactivated Makahuena Point Light Coast Guard Station. This piece of property is prime resort land on the island of Kauai. The intent of the Committee is that the nonprofit corporation be relocated to surplus State land and that GSA sell the land at fair market value. It is estimated that the property could be sold for as much as $6,000,000.

Therefore, the Committee has included language in the bill that would authorize this cost-effective relocation and sale in Hawaii.

GSA HOUSEHOLD GOODS PROGRAM

During fiscal year 1987, the GSA authorized the Social Security Administration [SSA] to include in its contract with a relocation company a provision authorizing the company to handle the SSA household goods movement program. Current GSA regulations require that the household goods program be centrally administered by GSA. This delegation of authority to SSA was for the purpose of testing the feasibility of relocation companies operating the household goods program for an individual agency so comparisons between levels of service and cost could be determined.

At the end of the first year of the test program (December 31, 1986), the SSA had completed 495 household goods moves. SSA evaluated the program at the completion of that year. The result of the test indicated that the total direct cost savings on these 495 household goods moves to SSA under the contract with the relocation company versus their previous program was $188,513 or an average savings per move of $383.83. These savings included $22,974 recovered in carrier overcharges as a result of the relocation company's audit of invoices; $8,000 in collection of expenses which were properly those of the employee rather than the Government; and $4,838 in net administrative savings through administrative efficiencies.

Each employee was asked to submit a written service evaluation of the holdhold goods program. Ninety-eight percent of those responding found the relocation company's service to be very good or better. This was significantly higher than had been achieved under the GSA program.

Subsequently, on December 21, 1987, GSA issued regulations prohibiting other Government agencies from utilizing relocation companies to negotiate savings for those agencies when handling their household goods traffic management program, such as the contractor had accomplished for SSA during the test. The Committee understands that a proposal has been made to GSA to amend this regulation in order that additional significant cost savings can be achieved for the Government by relocation companies, and passed on to the Government agencies as was done for SSA.

The Committee directs GSA to expeditiously consider the request for expanded authority to be provided agencies in order that the agencies can achieve the same cost savings as the Social Security Administration did in their test program. A full report concerning the reasons for GSA's restrictive regulation after such a successful test was conducted at the Social Security Administration must be submitted to this Committee by October 31, 1988. The report must include written justification and all documents relied upon by GSA for their regulatory prohibition, contained at section 2–12.6 of the Federal Travel Regulations. Also included should be suggested legislative approaches the appropriate congressional committee might take in order to ensure that the significant cost savings achieved in the SSA test is made available to other agencies of the Government.

General Management and Administration

SALARIES AND EXPENSES

1988 appropriation to date	$122,500,000
1989 budget estimate	122,774,000
House allowance	122,774,000
Committee recommendation	122,774,000

The Committee recommends an appropriation of $122,774,000 which is identical to the House allowance and budget estimate.

This appropriation provides for policy direction and coordination of all GSA programs by the Administrator, his Deputy, 11 regional administrators, and congressional and external affairs; agencywide acquisition policy, planning, and coordination; and financing of administrative and financial services on a centralized and integrated basis for all GSA programs.

These activities include executive direction, the functions of the comptroller, administration, functions of the Board of Contract Appeals, legal services, acquisition policy, and field administration.

The following table outlines how the budget request will be obligated among the four major activities under the "General management and administration" account:

BUDGET ESTIMATES FOR FISCAL YEAR 1989

[Amounts in thousands of dollars]

Activities	Fiscal year—						Increase or decrease (–) for fiscal year 1989					
	1987 actual		1988 program		1989 request		Total changes		Program changes		Other changes	
	Work-years	Amount	Work-years	Amount	Work-years	Amount	Work-years	Amount	Work-years	Amount	Work-years	Amount
Policy direction	338	$22,639	365	$25,040	343	$24,528	–22	–$512	–22	–$512		
Comptroller	1,005	56,613	1,020	57,209	1,018	57,163	–2	–46	–2	–46		
Administration	615	36,037	697	37,418	681	37,418	–16		–16			
Board of Contract Appeals	32	2,529	40	2,833	41	3,665	1	832	1	832		
Total direct	1,990	117,818	2,122	122,500	2,083	122,774	–39	274	–39	274		
Permanent positions	1,945		2,074		2,041		–33		–33			

INFORMATION RESOURCES MANAGEMENT SERVICE

OPERATING EXPENSES

1988 appropriation to date	$31,193,000
1989 budget estimate	36,835,000
House allowance	36,835,000
Committee recommendation	33,000,000

The Committee recommends an appropriation of $33,000,000, which is $3,835,000 below the budget estimate and the House allowance.

This appropriation provides for the overall direction and coordination of comprehensive Governmentwide programs for the management, procurement, and utilization of automated data processing, telecommunications, and office information equipment and services.

Federal information resources management.—The Office of Federal Information Resources Management develops, plans, and directs Governmentwide programs governing the management and acquisition of Federal information resources. The Office also develops and monitors Governmentwide policies and regulations, reviews Federal agencies' implementing programs, and conducts long-range planning and research relating to future Governmentwide information resources management needs.

Central information services.—The Office of Central Information Services manages and directs GSA's Governmentwide information resources assistance programs, the GSA-wide ADP and office automation programs, and the provision of automated information resources within the Information Resources Management Service [IRMS], including the operation and maintenance of the Federal Domestic Assistance Program. The Office also develops and implements Governmentwide information resources assistance policies related to software, hardware, data communications, office automation, records management and planning, and agencywide policies related to managing ADP and office automation resources.

Information resources procurement.—The Office of Information Resources Procurement directs. administers, and manages the Governmentwide acquisition program for ADP and telecommunications equipment, software, services, and related items; procures circuit facilities, services, and terminal and special purpose equipment competitively; directs the development of and implements new acquisition techniques and programs for ADP and telecommunications; maintains liaison with industry associations and State, local, and foreign governments in ADP and telecommunications matters; conducts specific economic analyses required by IRMS to achieve its program objectives; represents the Government before State telephone rate commissions when proposed rate changes are determined to have a large impact on Government costs; and manages reimbursable ADP and telecommunications procurement programs financed through the Information Technology Fund.

Office of Telecommunications Services.—The Office of Telecommunications Services manages and directs activities of IRMS that relate to reimbursable telecommunications and regional ADP programs including the Federal Telecommunications System [FTS], Washington Interagency Telecommunications System [WITS], the acquisition of telecommunications services, and telecommunications marketing and user services programs. Develops overall telecommunications and regional ADP objectives, long-range plans, comprehensive programs, and organization and operating methods needed to accomplish program objectives.

Information Security Oversight Office.—Executive Order 12356 established a system for all executive agencies to follow when classifying, handling and declassifying national security information. The order assigned to the Information Security Oversight Office the responsibility for overseeing agency compliance with the provisions of the order.

The Office provides oversight for the Information Security Program established by Executive Order 12356. This involves monitoring the information security programs of approximately 80 executive branch agencies. Major responsibilities include the conduct of onsite reviews and the development and promulgation of directives necessary for implementation of the order. The Oversight Office establishes requirements for reports from agencies, analyzes data received together with data collected from onsite reviews, and advises agencies about any deficiencies and violations. The Office reports annually to the President on the state of the program throughout the executive branch.

National security emergency preparedness.—National Security Decision Directive [NSDD] 201 on national security emergency preparedness [NSEP] telecommunications funding provides for the Department of Defense [DOD] to bill other national communications systems [NCS] members, including GSA, for a share of NCS operating costs beginning in fiscal year 1988.

In recommending a reduction of $3,835,000 below the budget request, the Committee directs the Agency to absorb this reduction in Central Information Services, where the Agency is requesting a $5,150,000 increase over fiscal year 1988. The Agency has requested a 44-percent increase in this subactivity next year. The Committee believes that at a time of great fiscal restraint, an increase of this magnitude is inappropriate. Nevertheless, even with the proposed reduction of $3,835,000 in this subactivity, IRMS will still be granted a 9.4-percent increase in the Central Information Services subaccount next year.

OFFICE OF INSPECTOR GENERAL

1988 appropriation to date	$24,334,000
1989 budget estimate	25,400,000
House allowance	25,400,000
Committee recommendation	25,000,000

The Committee recommends an appropriation of $25,000,000 for the Office of the Inspector General, which is $400,000 below the budget estimate and the House allowance.

The Office of Inspector General [OIG] implements in its entirety the provisions of the Inspector General Act of 1978.

Consistent with the Inspector General Act, the OIG has been given total responsibility for the audit and investigative functions of the agency. Its mission is to detect and investigate all instances of fraud and abuse and assure that proper corrective action is taken. The Office is also charged with the responsibility for reporting on waste, inefficiency and mismanagement, and making recommendations for improvement.

Audit services provided by the OIG fall within two broad categories: Audits of GSA contracts and internal audits, including inspections. Through the pre-award and post-award auditing of GSA contracts, the OIG provides professional advice on accounting and financial matters related to the negotiation, award, administration, repricing, and settlement of contracts. Internal audits deal with all facets of GSA operations.

Inspections services provide detailed technical evaluations of GSA operations. The investigations program provides for the detection and investigation of illegal or unethical activities against GSA by its employees, vendors doing business with the agency, and by other individuals or groups of individuals.

The Inspector General Act also requires that the inspectors general move beyond their traditional role of detecting and preventing fraud, waste and abuse, to also assume responsibility for promoting economy and efficiency. The GSA Office of Inspector General has a unique role within the Federal structure in that its activities affect all Federal agencies and several State programs. The broadened mandate requires increased emphasis on more effective involvement with other governmental agencies, identification of systemic problems, participation in the design of new programs, review of proposed legislation and regulations, and employee awareness programs.

The Committee notes that the Inspector General's Office is requesting an increase of 34 percent in travel in fiscal year 1989. This increase of $405,000 is excessive and the reduction recommended by the Committee below the budget request should be absorbed, in part, in the travel request of the Office.

ALLOWANCES AND OFFICE STAFF FOR FORMER PRESIDENTS

1988 appropriation to date	$1,198,000
1989 budget estimate	1,431,000
House allowance	1,431,000
Committee recommendation	1,400,000

The Committee recommends $1,400,000 for allowances and office staff for former Presidents. This recommendation is $31,000 below the budget request and the House allowance.

This program is authorized by the Former Presidents Act, Public Law 85–745 (3 U.S.C. 102 note) of August 25, 1958, as amended. It provides for an annual pension paid monthly to each former President and each widow of a former President; compensation for staff assistants employed by each former President; and funding for office space, furnishings, and equipment as appropriate (defined under CG Decision B–114073, March 8, 1961). The Supplemental Appropriations Act of

October 21, 1968, Public Law 90–608, 82 Stat. 1192, allows for travel and related expenses for each former President and not to exceed two members of his staff. Title 39 U.S.C. 3214 authorizes a former President and widow to send all mail in the United States and its territories as franked mail. Under the Presidential Transition Act, section 3(a)(7), each former President may use penalty mail.

This appropriation provides for the pensions, office staffs, and related expenses for former Presidents Richard M. Nixon, Gerald R. Ford, Jimmy Carter, and Ronald Reagan, and for the pension and postal franking privileges for the widow of former President Lyndon B. Johnson. The total request for fiscal year 1989 is $1,431,000 an increase of $233,000 over the fiscal year 1988 level. The increase consists of $69,000 for pensions and $113,000 for staff compensation and office support costs for a new former President. It also includes an increase of $51,000 for additional office support costs. The fiscal year 1989 request reflects a reduction of $2,900 in the office staff allowance for President Ford. This reduction implements agreements concerning GAO decision B–218989 dated January 27, 1986.

Below is listed a detailed breakdown of the fiscal year 1989 budget request:

ALLOWANCES AND OFFICE STAFF FOR FORMER PRESIDENTS, FISCAL YEAR 1989

	Former Presidents					
	Nixon	Ford	Carter	Reagan	Widows	Total
Personnel compensation	$96,000	$93,100	$96,000	$30,000		$315,100
Personnel benefits	23,300	22,700	22,400	8,600		77,000
Benefits for former personnel:						
Pensions	99,500	99,500	99,500	69,000	$20,000	387,500
Travel	19,000	40,500	10,000	14,500		84,000
Motor pool		2,000	6,000	2,000		10,000
Transportation of things	2,000	2,000	2,000	2,000		8,000
Rental payments to GSA	128,900	72,400	78,000	21,000		300,300
Communications, utilities and miscellaneous charges:						
Equipment rental	5,000	2,000	5,000	3,000		15,000
Telephone	24,300	54,200	31,000	9,500		119,000
Postage	4,000	8,000	8,000	7,800	2,200	30,000
Printing	2,600	2,800	3,100	2,500		11,000
Other services	4,000	6,900	9,200	3,000		23,100
Supplies and materials	9,300	9,500	11,200	5,000		35,000
Equipment	4,000	4,000	4,000	4,000		16,000
Total obligations	421,900	419,600	385,400	181,900	22,200	1,431,000

EXPENSES, PRESIDENTIAL TRANSITION

1988 appropriation to date	
1989 budget estimate	$3,000,000
House allowance	3,000,000
Committee recommendation	3,000,000

The Committee recommends an appropriation of $3,000,000 for necessary expenses for the General Services Administration's role in the Presidential transition. This level of funding is identical to the House allowance and the budget request.

This program is authorized by the Presidential Transition Act, Public

Law 88–277 of March 7, 1964, as amended. It provides services and facilities to promote the orderly transfer of the executive power in connection with the expiration of the term of office of a President and the inauguration of a new President.

President-elect and Vice President-elect.—For a period beginning with the day following the day of the general election and ending the day of the inauguration, provides for office space equipped with furniture, furnishings, office equipment, and supplies. Also provides for compensation of staff members for both the President-elect and Vice President-elect not to exceed the rate of level II of the Executive Schedule for any individual member; expenses for travel and motor pool; printing; contractual support costs; postage and fees and communications services.

Former President and Vice President.—For a period not to exceed 6 months from the date of the expiration of the term, provides for necessary services and facilities of the same general character as authorized to be provided to the President-elect and Vice President-elect.

National Defense Stockpile Transaction Fund

1988 appropriation to date	$10,000,000
1988 new obligational authority (NOA) to date	(35,000,000)
1989 budget estimate:	
Appropriation	
NOA	
House allowance:	
Appropriation	18,000,000
NOA	
Committee recommendation:	
Appropriation	27,000,000
NOA	

The Committee recommends an appropriation of $27,000,000 which exceeds the House allowance by $9,000,000 and exceeds the budget estimate by $27,000,000.

This fund was established by the Strategic and Critical Materials Stock Piling Act (Public Law 96–41) approved July 30, 1979, to finance the acquisition of strategic and critical materials and related transportation costs out of receipts from disposal sales of excess stockpile materials and to provide for the rotation of any material in the stockpile when necessary to prevent deterioration by replacement of the material with an equivalent quantity and substantially the same material.

This act was amended by the Omnibus Budget Reconciliation Act of 1981 (Public Law 97–35) which provided for: (1) payment of incidental expenses related to acquisition of materials; (2) availability of funds until expended unless otherwise provided in appropriation acts; (3) a limitation on the fund balance; and (4) requirements for certain plans and reports to be submitted to Congress, and Public Law 99–661 which extended the uses of the National Defense Stockpile Transaction Fund.

Beginning in fiscal year 1988 the operating expenses associated with the management of the national defense stockpile are funded from the National Defense Stockpile Transaction Fund.

By Executive Order 12626, issued on February 25, 1988, pursuant to Public Law 100–180 (the Defense Authorization Act of 1988), the Secretary of Defense was designated the National Defense Stockpile Manager and all stockpile authorities previously delegated to the GSA were transferred to the Department of Defense.

The purpose of this fund is to provide for the acquisition of certain strategic and critical materials to preclude the dependency of the United States upon foreign sources for supplies of such materials in times of a national emergency.

STRATEGIC MATERIALS PROJECTS

The Strategic and Critical Materials Stockpiling Act states that it is necessary to provide for the acquisition and retention of certain strategic and critical materials and to encourage the conservation and development of sources of such materials within the United States in order to decrease the dangerous and costly dependence upon foreign sources for supplies of such materials in times of national emergency. The congressional Office of Technology Assessment [OTA], in a report on the Nation's supply of strategic materials, has found that the United States relies on the Soviet Bloc and South Africa to provide over one-half of its supply of strategic materials, thereby making the United States extremely vulnerable to shortages of such supplies in times of a national emergency. In addition, there is virtually no domestic production of cobalt, chromium, manganese, and platinum group metals which are vital to the national defense posture.

In accordance with the purposes of the Strategic and Critical Materials Stockpiling Act and the findings of the Office of Technology Assessment, the Committee recognizes the importance of reducing the Nation's dependence upon foreign sources for strategic materials. The Committee believes that additional funds are needed for research and development of technologies for exploration and extraction of new domestic sources of strategic metals and minerals to replace those strategic materials which are now imported.

In accordance with the provisions of the Strategic and Critical Materials Stockpiling Act the Committee feels it is important to further reduce this Nation's dependence upon foreign sources for strategic materials and minerals. Therefore, the Committee has approved funding for four projects in fiscal year 1989 which will help to achieve this critical objective over the next several years.

STRATEGIC RESEARCH AND ENVIRONMENTAL LABORATORY, IDAHO

The Committee recommends $4,000,000 to begin construction of the Center for Strategic Research and Environmental Laboratory [SREL] at the University of Idaho. The Federal share of the project will total $7,000,000 with the remaining $3,000,000 to be funded in fiscal year 1990. The College of Mines and Earth Resources at the university is working on a joint effort including private, State, and Federal contributions to construct a national research facility with an emphasis on strategic materials.

The SREL will focus on both environment and mining technologies with an emphasis on strategic materials. The faculty at the University of Idaho has conducted studies in the areas of strategic and critical materials including cobalt, chronium, vanadium, platinum, titanium, and others. Currently, there is no U.S. university facility which has a sufficiently strong and coordinated research program focused on these areas. Because of the national security uses of many strategic and critical materials and environmental concerns for domestic exploration or production of these materials, the Committee strongly supports funding for the SREL to enhance research in environment and mining technologies with an emphasis on strategic materials.

CENTER FOR OCEAN RESOURCE SCIENCE AND TECHNOLOGY, HAWAII

The Committee recommends $10,000,000 in second-year funding for the strategic ocean minerals research facility at the University of Hawaii at Manoa. The State of Hawaii is firmly behind this important project, appropriating $25,000,000 thus far for the design and construction of the research facility. Architectural and engineering work on the facility are well underway, and construction is expected to begin early next year.

CENTER FOR ADVANCED INFORMATION AND RESOURCE MANAGEMENT STUDIES, MARYLAND

The Committee is aware that the House Committee on Armed Services has expressed concern regarding the management of the National Defense Stockpile. In order to begin to address these and other Federal systems management problems on a governmentwide basis, the Committee believes that specialized management education and training programs and curricula should be made available to the National Defense Stockpile and other Federal agencies and programs. The Committee, therefore, recommends $4,000,000 for a grant for the construction and equipping, including costs already incurred, of a Center for Advanced Information and Resource Management Studies at Loyola College in Maryland.

Loyola College has worked closely for many years with the numerous Federal agencies and defense contractors in the Baltimore-Washington region in providing management education and training to Federal programs which have a business-like nature. The new Center for Advanced Information and Resource Management Studies will be a regional and national resource for education and training of Federal employees and managers in technology, computer sciences, networking, software development, automated data processing and systems management. The center, through Loyola's Departments of Engineering, Computer Sciences, and Management, will have a particular focus on the development and implementation of research, education, and training initiatives geared toward addressing the resource management problems facing the National Defense Stockpile and other Federal agencies and programs.

The Loyola center will be fully cost-shared, with the State of Maryland, the college, and private donors matching the Federal contribution.

BIOMEDICAL POLYMERS CENTER, UTAH

The Committee recommends an appropriation of $9,000,000 in second-year funding for the establishment of a biomedical polymers center at the University of Utah. The Committee recommended an appropriation of $4,000,000 in the fiscal year 1988 continuing resolution (Public Law 100–202). The Committee believes that this important project should be continued in fiscal year 1989 as the university continues its efforts to secure State and private resources to fund this important strategic materials facility.

NATIONAL ARCHIVES AND RECORDS ADMINISTRATION

OPERATING EXPENSES

1988 appropriation to date	$116,000,000
1989 budget estimate	117,862,000
House allowance	125,962,000
Committee recommendation	117,862,000

The Committee recommends an appropriation of $117,862,000. The Committee recommendation is the same as the budget estimate and $8,100,000 below the House allowance.

The National Archives and Records Administration became an independent agency on April 1, 1985. This appropriation provides for basic operations dealing with management of the Government's archives and records, operation of Presidential libraries, grants for historical publications, and for the review for declassification of all security classified information.

Records center.—The records center activity provides for the accessioning, storage, reference service, and disposal of the semiactive and noncurrent records of Federal agencies through a nationwide system of 14 records centers. Significant savings result from use of low-cost records storage and the efficient and timely disposal of nonpermanent records.

Archives and related services.—This activity provides for selecting, preserving, describing, and making available to the general public, scholars, and Federal agencies, the permanently valuable historical records of the Federal Government and the historical material in Presidential libraries, related publications and exhibit programs, and the appraisal of all Federal records, It also provides for the publication of the Federal Register and Code of Federal Regulations, the U.S. Statutes at Large, Presidential documents, and for a program to improve the quality of regulations and the public's access to them. It provides for the National Audiovisual Center's audiovisual information and management programs. It also provides for the systemmatic review of all classified records in the National Archives which are over 30 years old, except intelligence and cryptological materials dated after 1945, which are to be reviewed when 50 years old.

National Historical Publications and Records Commission.—The National Historical Publications and Records Commission [NHPRC] reviews and recommends project grants to Federal and State governments, and private nonprofit institutions, chiefly universities and research libraries. It makes plans, estimates, and recommendations for the publication of important historical documents and works with various public and private institutions in collecting, editing, and publishing papers significant to the history of the United States. The Commission is composed of members appointed by, and representing, the President, Congress, Supreme Court, executive agencies and historical and archival societies.

The Committee has recommended $4,000,000 for these grants in fiscal year 1989 out of the total Archives budget.

Program direction.—This activity provides for general direction and program support for all programs assigned to the National Archives and Records Administration [NARA]. Direction is provided by the Archivist, his staff, and the Office of Management and Administration.

In 1989 records in the National Archives and Federal Records centers will total approximately 17,688,000 cubic feet. The number of reference services expected to be provided will total 4,438,000.

NATIONAL ARCHIVES FACILITY IN MARYLAND

The Committee has concurred with the House in authorizing the lease/purchase of a new Archives facility to be located on a donated site at the University of Maryland, College Park, MD. This new facility will meet the long-term space needs of the National Archives and Records Administration.

OFFICE OF PERSONNEL MANAGEMENT

SALARIES AND EXPENSES

APPROPRIATION

1988 appropriation to date	$101,834,000
1989 budget estimate	107,477,000
House allowance	107,477,000
Committee recommendation	108,977,000

The Committee recommends a direct appropriation of $108,977,000 for the salaries and expenses of the Office of Personnel Management. The Committee recommendation is $1,500,000 over the budget estimate and the House allowance.

The Office of Personnel Management provides Governmentwide staffing programs to meet the personnel needs of the Federal Government in accordance with law, regulation, and merit principles. Among the staffing services OPM provides are:

Recruiting and special personnel programs.—OPM identifies staffing needs, communicates these needs to potential recruitment sources and helps agencies solve recruitment problems. It provides the public with information about available Federal employment through OPM regional/area offices, State job services, and publications. Program planning and leadership are also provided for special emphasis programs including those for veterans, Hispanics, other minority groups, women, and the handicapped.

Evaluating applicants.—OPM manages the intake of applications to meet identified recruiting needs. It evaluates candidates for most Federal jobs, maintains applicant inventories and refers the names of candidates for consideration in response to agencies requests. For some Federal jobs, OPM delegates to other agencies the authority to evaluate and refer applicants, while maintaining an oversight function to ensure adherence to staffing laws.

Establishing standards.—OPM sets standards for the qualifications required for Federal jobs.

Policy development.—Through research and development in job analysis and personnel assessment procedures, OPM enhances the knowledge base which supports Federal personnel practices, policies, and standards as well as provides leadership and guidance to Federal agencies in applying sound selection and advancement practices.

Administrative law judges.—OPM provides policy direction and evaluation for all personnel aspects for administrative law judges Governmentwide and directs the allocation of these positions.

BALTIMORE METROPOLITAN AREA SPECIAL PAY RATES

The Committee remains deeply concerned about the adverse effects on the morale of civil servants in clerical positions in the Baltimore, MD, metropolitan area as a result of the May 1987 special pay raise that was granted their counterparts in metropolitan Washington, DC. As a result, the Committee directs the major Federal agencies in the Baltimore metropolitan area to conduct a new staffing survey of clerical positions to determine whether recruitment, retention, and morale problems exist that warrant submission of a special rates request to the Office of Personnel Management. The Committee expects the Department of Health and Human Services to coordinate this survey. The Committee expects that this survey should include the following counties and agencies within those counties: Anne Arundel (Army, Navy); Baltimore County (HHS); Harford (Army); St. Mary's (Navy); Baltimore City (Treasury, VA, Army, and HHS). In addition, each of these agencies should provide to the Committee a list of its authorized staffing levels for administrative and clerical support staff, by grade, for the past 3 years, the current staffing for these categories, by grade, and the proposed staffing levels, by grade, for the next 2 years. All data should be provided for grades GS–2 to GS–7, and should be broken out by grade. HHS, as the coordinating agency, should submit its findings and recommendations to the Committee and OPM by February 1, 1989.

COMBINED FEDERAL CAMPAIGN

The Committee applauds the publication of new regulations governing the Combined Federal Campaign. These regulations, and the statute under which they were developed, envision vigorous enforcement of accounting standards governing receipt and distribution of the contributions to charity made by Federal employees. The Committee has allocated $500,000 for OPM's use in revitalizing the CFC and enforcing its regulatory regime.

HEALTH PROMOTION AND DISEASE PREVENTION PROJECT

The Committee has included $1,000,000 for the OPM to begin implementation of the Federal employee health promotion and disease prevention projects authorized under Public Law 99–251. The Committee understands that the Surgeon General of the United States has reported that of the 10 leading causes of death in our Nation, at least 7 could be substantially reduced if persons at risk improved just five habits. The Committee further understands that accidents are the leading cause of death for those 44 years and younger. In implementing this provision OPM shall ensure that grants are reviewed pursuant to the advice and recommendations of the Public Health Services' Federal Employee Health Unit. The Committee further understands that the University of Hawaii and the University of Arizona are particularly interested in this arena.

FEDERAL EMPLOYEE DRUG TESTING

The Committee is aware of continuing concern by Federal civil servants about the administration of the President's Federal drug testing program. The Committee believes that the Department of Health and Human Services' recently published guidelines on this subject are a vast improvement over the original Executive order. At the same time, the Committee does have some reservations about the absence of certain elements in the testing regime.

For this reason, the Committee directs the General Accounting Office to conduct a study of the HHS guidelines and the recently finalized agency drug testing plans to determine if they comply with all the requirements in Public Law 100–71. In particular, the Committee expects this study to carefully examine the uniformity of positions selected from agency to agency for inclusion in the pool of sensitive employees eligible for testing. The GAO shall also evaluate the justifications for the variance from agency to agency in determining the percentage of employees in the testing pool to be actually tested each year and determine if this meets the uniformity requirements of Public Law 100–71.

In addition, GAO should review if the best available testing technology is being employed, with special attention to sample splitting as a means for ensuring sample security.

Finally, GAO, in its review, should assess the following: proper qualifications before an individual can become a collection site person;

the need for further clarification of what constitutes unusual behavior or appearance that would serve as the basis for an employee to be forced to take a test under direct observation; the desirability for requiring agencies to conduct a minimum number of unannounced laboratory inspections annually; and the benefits from having union or employee representatives present during any unannounced laboratory inspections.

The report is due by March 1, 1989.

DELAY IN RECEIPT OF RETIREMENT CHECKS

The Committee is concerned that Federal retirees are experiencing significant delays in receipt of their first retirement check. The Committee, therefore, directs OPM to take all possible steps to reduce the waiting period for the first retirement check to no more than 60 days. OPM is directed to report back to the Committee by March 1, 1989, on what steps have been taken to accomplish this goal and recommendations for further reducing the maximum waiting period. In addition, OPM is directed to provide quarterly reports indicating: The percentage of retirement records that are received within 30 days, 60 days, and more than 60 days (to be arrayed by the submitting agency); the percentage of retirement cases placed in an interim payment status; the time required, measured from receipt date, to authorization of the first retirement payment and any additional information that OPM believes should be considered in addressing the problem of late retirement payments.

All executive agencies are urged to provide necessary papers to the OPM as soon as possible after any of their employees retire.

LIMITATION

(TRANSFER OF FUNDS)

1988 appropriation to date	($67,746,000)
1989 budget estimate	(77,017,000)
House allowance	(77,017,000)
Committee recommendation	(77,017,000)

The Committee recommends a limitation of $77,017,000, the same as the fiscal year 1989 budget request and the House allowance.

These funds will be transferred from the appropriate trust funds of the Office of Personnel Management to cover administrative expenses for the retirement and insurance programs.

The Committee has become increasingly aware, through constituent complaints, that the level of retirement and insurance services provided by the Office of Personnel Management has diminished with the advent of the Federal Employees' Retirement System and the numerous changes to the Civil Service Retirement System.

GOVERNMENT PAYMENT FOR ANNUITANTS, EMPLOYEES HEALTH BENEFITS

1988 appropriation to date	$1,788,931,000
1989 budget estimate	2,374,414,000
House allowance	2,374,414,000
Committee recommendation	2,374,414,000

The Committee recommends an appropriation of $2,374,414,000 for Government payments for annuitants, employees health benefits. The Committee recommendation is identical to the budget estimate and the House allowance.

This appropriation funds the Government's share of health benefit costs for annuitants and survivors who no longer have an agency to contribute the employer's share. The Office of Personnel Management requests the appropriation necessary to pay this contribution to the employees health benefits fund and the retired employees health benefits fund. These trust revolving funds are available for: (1) the payment of subscription charges to approved carriers for the cost of health benefits protection; (2) contributions for qualified retired employees and survivors who carry private health insurance under the Retired Employees Health Benefits Program; and (3) the payment of expenses incurred by the Office of Personnel Management in the administration of these programs.

Public Law 93–246 provides for Government contributions to enrollees in the Employees Health Benefits Program equal to 60 percent of the unweighted average of the high option premiums of six large plans. The total obligations for fiscal year 1989 reflect the use of payments made by the U.S. Postal Service to the employees health benefits fund to finance the cost of the Government's contribution for annuitant's health benefits as provided in Public Law 100–203. In addition, Public Law 99–272 provides that the Government contribution for health benefits for individuals who first become annuitants by reason of retirement from employment with the U.S. Postal Service on or after October 1, 1986, shall be paid by the U.S. Postal Service. The requested increase of $311,342,000 in fiscal year 1989 is necessary to provide for the growing number of enrollees and the estimated impact of premium increases effective in January 1989.

This appropriation also provides financing for the Government's share of health benefit costs for annuitants and survivors covered under the Retired Employees Health Benefits Program. Public Law 96–156 provides for increased Government contributions toward the subscription charge for health coverage, tied to increases in the cost of part B (medical) of Medicare, for those annuitants who retired prior to July 1, 1960. the net impact of the increased rate of contributions for those enrolled with private insurance carriers and the decrease in the number of enrollees is an increase in Government costs of $256,000.

PAYMENT TO CIVIL SERVICE RETIREMENT AND DISABILITY FUND

1988 appropriation to date	$4,720,913,000
1989 budget estimate	4,858,668,000
House allowance	4,858,668,000
Committee recommendation	4,858,668,000

The Committee recommends an appropriation of $4,858,668,000 for payment to the civil service retirement and disability fund. The Committee recommendation is identical to the budget estimate and the House allowance.

The civil service retirement and disability fund was established in 1920 to administer the financing and payment of annuities to retired Federal employees and their survivors. In fiscal year 1989 the fund will serve approximately 2.8 million active employees, 1.6 million annuitants, and 600,000 survivors and will make benefit payments in excess of $29,000,000,000. The fund covers the operation of the Civil Service Retirement System and the Federal Employees Retirement System.

The payment to civil service retirement and disability fund consists of an appropriation and a permanent indefinite authorization to pay the Government's share of retirement costs as defined in the Civil Service Retirement Amendments of 1969 (Public Law 91–93), the Federal Employees' Retirement System Act of 1986 (Public Law 99–335), and the Civil Service Retirement Spouse Equity Act of 1985 (Public Law 98–615). The payment is made directly from the General Fund of the U.S. Treasury, and is in addition to appropriated funds that will be contributed from agency budgets in fiscal year 1989.

Public Law 91–93 provides for an annual appropriation to amortize, over a 30-year period, all increases in Civil Service Retirement System costs resulting from acts of Congress granting new or liberalized benefits, extensions of coverage, or pay raises. However, the effects of cost-of-living adjustments are not amortized. The total current appropriation for fiscal year 1989 ($4,858,668,000) is the sum of the annual payments authorized since the law was enacted in 1969 ($4,858,102,000) plus funding for the annuities of persons employed on the construction of the Panama Canal and widows of former Lighthouse Service employees ($566,000). The total fiscal year 1989 current appropriation request represents an increase of $137,755,000 from the amount requested for fiscal year 1988 primarily due to increases in employees' pay.

Public Law 91–93 also provides permanent indefinite authorization for the Secretary of the Treasury to transfer, on an annual basis, an amount equal to 5 percent interest on the Civil Service retirement and disability fund's current unfunded liability, calculated based on static economic assumptions ($9,074,403,000) and annuity disbursements attributable to credit for military service ($2,276,492,000). The authorization in fiscal year 1989 will include the first of 30 annual payments ($668,000,000) authorized by Public Law 99–335 to amortize the supplemental liability of the Federal Employees Retirement System [FERS]. It also includes a payment in accordance with Public Law 98–61 which provides for the Secretary of the Treasury to transfer an amount equal to the annuities granted to eligible former spouses of annuitants who dies between September 1978 and May 1985 and who did not elect survivor coverage ($7,800,000).

The permanent indefinite authorization in fiscal year 1989 will total $12,026,695,000, an increase of $968,225,000 from fiscal year 1988. The increase reflects a higher CSRS unfunded liability interest payment ($115,103,000), a higher payment for military service credit ($185,122,000) and inclusion of the initial FERS supplemental liability payment ($668,000,000) required by Public Law 99–335.

Merit Systems Protection Board

SALARIES AND EXPENSES

1988 appropriation to date	$20,957,000
1989 budget estimate	20,488,000
House allowance	20,488,000
Committee recommendation	20,488,000

The Committee recommends an appropriation of $20,488,000 for the Merit Systems Protection Board. The Committee recommendation is identical to the budget estimate and the House allowance.

The Merit Systems Protection Board is an independent, quasi-judicial agency, charged by Congress with protecting the integrity of Federal merit systems against partisan political and other prohibited personnel practices, ensuring adequate protection for employees against abuses by agency management, and requiring executive branch agencies to make employment decisions based on individual merit. This mission is carried out principally by: (a) adjudicating employee appeals of agency personnel actions, such as removals, suspensions, demotions, and other appealable actions; (b) adjudicating actions brought by the special counsel involving alleged abuses of the merit systems; (c) ordering compliance with final orders where necessary; (d) conducting special studies of the civil service and other merit systems in the executive branch to determine whether they are free of prohibited personnel practices; (e) analyzing and reporting on the significant actions of the Office of Personnel Management [OPM]; and (f) reviewing regulations issued by OPM to ensure they do not require or result in the commission of a prohibited personnel practice.

SUMMARY BY BUDGET ACTIVITY

[Dollars in thousands]

	1987		1988		1989	
	FTE	Amount	FTE	Amount	FTE	Amount
Regional operations	135	$7,726	150	$8,725	150	$8,686
Appeals	37	2,199	44	2,877	44	2,865
Legal	24	1,447	30	1,512	30	1,505
Case decision and program management	106	7,162	113	7,843	105	7,432
Total	302	18,534	337	20,957	329	20,488

LIMITATION

(TRANSFER OF FUNDS)

1988 appropriation to date	$1,200,000
1989 budget estimate	1,400,000
House allowance	1,400,000
Committee recommendation	1,400,000

The Committee has recommended a limitation of $1,400,000 on the amount to be transferred from the Civil Service Retirement and Disability Fund to the Board to cover administrative expenses to adjudicate retirement appeals cases. This amount is identical to the House allowance and the budget request.

OFFICE OF SPECIAL COUNSEL

SALARIES AND EXPENSES

1988 appropriation to date	$4,673,000
1989 budget estimate	4,761,000
House allowance	4,761,000
Committee recommendation	5,000,000

The Committee recommends an appropriation of $5,000,000 for the Office of Special Counsel. The Committee recommendation is $239,000 over the budget estimate and the House allowance.

The Office of the Special Counsel of the U.S. Merit Systems Protection Board is charged with enforcement of certain provisions of the Civil Service Reform Act of 1978 (Public Law 95–454 and 5 U.S.C. 1204–1208). The primary functions of the office are: (1) to investigate and, if appropriate, prosecute prohibited personnel practices and activities prohibited by other civil service law, rule, or regulation; (2) to investigate and, if appropriate, prosecute prohibited political activities on the part of Federal and covered State and local employees; and (3) to provide employees a protected means of disclosing information concerning wrong doing in Federal agencies with assurance that the confidentiality of the discloser will be maintained and that appropriate action will be taken.

The statute requires OSC to investigate and, if warranted, prosecute: all allegations of prohibited personnel practices, including reprisal for protected disclosures of information; prohibited political activity; arbitrary or capricious withholding of information under the Freedom of Information Act; involvement of any employee in any prohibited discrimination found by any court or appropraite administrative authority; and any other activity prohibited by civil service law, rule, or regulation. OSC also provides a safe channel for disclosure of information evidencing waste, fraud, and abuse and referral of such information to agencies.

An additional $239,000 has been recommended for the Office of the Special Counsel in order to assist it in reducing its case backlog and to improve its response time in relationship to the complaints received. These additional funds will be allocated to travel, equipment, outreach and training. The travel will be increased mostly in the investigations area in order to allow more expeditious investigation of allegations thereby expediting the decision on the prosecutorial merits of the complaint; and to outreach in order to educate employees on whistleblowing and prohibited personnel practices within the jurisdiction of the Office of the Special Counsel. The funds for equipment will be used mainly to improve the ratio of personal computers to professionals thereby enhancing overall productivity and efficiency. The funds for training will enhance the proficiency of the investigators and attorneys thereby resulting in an improvement in the investigation, analysis, and prosecution of prohibited personnel practices and Hatch Act matters.

FEDERAL LABOR RELATIONS AUTHORITY

SALARIES AND EXPENSES

1988 appropriation to date	$17,576,000
1989 budget estimate	17,540,000
House allowance	17,540,000
Committee recommendation	17,540,000

The Committee recommends an appropriation of $17,540,000 for the Federal Labor Relations Authority [FLRA]. The Committee recommendation is the same as the budget estimate and the House allowance.

The FLRA was established to administer title VII of the Civil Service Reform Act of 1978 and to serve as a neutral third party in the resolution of labor-management disputes arising among unions, employees, and Federal agencies. The effective resolution of these labor-management disputes has an important impact on the operations of the Government. These disputes arise with nearly all agencies of the executive branch, and the Library of Congress and the Government Printing Office, in locations throughout the United States and overseas. Further, the FLRA is charged with resoluton of labor-management disputes among all employees, both United States citizens and foreign nationals, of the Panama Canal area.

Authority members.—Provides leadership in the establishment of policies and guidance relating to matters under title VII of the Civil Service Reform Act of 1978. Specifically, the authority is empowered to: (1) determine the appropriateness of units for labor organization representation; (2) supervise or conduct elections to determine whether a labor organization has been selected as an exclusive representative by a majority of the employees in an appropriate unit; (3) otherwise administer the provisions relating to the according of exclusive recognition to labor organizations, the authority for which has been delegated to the General Counsel; (4) prescribe criteria and resolve issues relating to the granting of national consultation rights; (5) prescribe and resolve issues relating to determining compelling need for agency rules and regulations; (6) resolve issues relating to the duty to bargain in good faith; (7) prescribe criteria relating to the granting of consultation rights with respect to conditions of employment; (8) conduct hearings involving complaints of unfair labor practices; (9) resolve exceptions to arbitrators' awards; and (10) take such other actions as necessary and appropriate to effectively administer the provisions of title VII of the Civil Service Reform Act of 1978.

General Counsel.—Has discharged responsibilities mandated in the Federal service-management relations statute and additional responsibilities which are delegated from the authority. The functions of the Office of the General Counsel are to: (1) investigate all alleged unfair labor practices under the Federal service labor-management relations statute and under the foreign service labor-management relations statute; (2) exercise final authority over the issuance of all complaints and the prosecution of all complaints arising under the statutes listed above; (3) review and decide all appeals of decisions of the regional directors refusing to issue complaint; (4) exercise delegated authority for investigating and taking dispositive action on all representation petitions; (5) exercise delegated authority for supervising or conducting all representation elections and certifying the results of these elections to the parties; (6) exercise delegated authority for conducting hearings in all representation petitions where issues of fact are in dispute; (7) exercise delegated authority for the preparation of final decisions and orders based on the hearings held in representation cases; and (8) manage regional offices, including directing and supervising all employees of the regional offices. The regional offices are located in Boston, New York, Atlanta, Chicago, Dallas, Denver, Los Angeles, San Francisco, and Washington, DC. Subregional offices are located in Philadelphia and Cleveland.

Federal services impasses panel [FSIP].—An entity within the FLRA, assists Federal agencies and unions representing Federal employees in resolving impasses which arise in labor negotiations. The FSIP assists the parties through informal meetings, factfinding and, if necessary arbitration. The professional staff aids the panel members by promptly investigating requests for assistance; bringing about informal settlements; and conducting factfinding and arbitration hearings; and drafting report recommendations as well as binding decisions for the FSIP members. Further, the staff supports the foreign service impasses disputes panel in resolving negotiation impasses arising under the Foreign Service Act of 1980.

PROGRAM AND FINANCING

[In thousands of dollars]

	1987 actual	1988 estimate	1989 estimate
Program by activities:			
Authority members	4,147	4,251	4,340
Administrative law judges	799	841	892
Office of the General Counsel	7,382	7,522	7,862
Federal Service Impasses Panel	465	498	502
Management and administrative support	3,728	4,464	3,944
Total obligations	16,521	17,576	17,540
Financing: Unobligated balance lapsing	29		
Budget authority	16,550	17,576	17,540
Budget authority (appropriation)	16,550	17,576	17,540

PERSONNEL SUMMARY

	1987 actual	1988 estimate	1989 estimate	1988-89 change
Total number of full-time permanent positions	277	273	261	(12)
Total compensable work years:				
Full-time equivalent employment	263	273	261	(12)
Full-time equivalent of overtime and holiday hours				
Average ES salary	$71,305	$72,332	$72,332	
Average GS grade	11.44	11.45	11.66	.21
Average GS salary	$36,221	$39,362	$41,354	$1,992

DISTRIBUTION OF PERMANENT POSITIONS BY PROGRAM UNIT

Program unit	1988 staffing	1989 staffing
Authority members	85	78
Office of Administrative Law Judges	12	12
Office of the General Counsel	143	138
Federal Service Impasses Panel	9	9
Management and administrative support	24	24
Total FLRA	273	261

U.S. TAX COURT

SALARIES AND EXPENSES

1988 appropriation to date	$27,500,000
1989 budget estimate	29,345,000
House allowance	29,345,000
Committee recommendation	29,345,000

The Committee recommends an appropriation of $29,345,000 for the U.S. Tax Court. The Committee recommendation is identical to the budget estimate and the House allowance.

The U.S. Tax Court is an independent judicial body in the legislative branch under article I of the Constitution of the United States. The court is composed of a chief judge and 18 judges. Decisions by the court are reviewable by the U.S. Courts of Appeals and, if certiorari is granted, by the Supreme Court.

In their judicial duties the judges are assisted by senior judges, who participate in the adjudication of regular cases, and by special trial judges, who hear small tax cases and certain regular cases assigned to them by the chief judge. During fiscal year 1988, 8 senior judges and up to 17 special trial judges will be serving on the court.

The Court conducts trial sessions throughout the United States, including Hawaii and Alaska.

The U.S. Tax Court hears and decides cases involving Federal income, estate and gift tax deficiencies and excise taxes relating to public charities, private foundations, qualified pension plans, real estate investment trusts, and windfall profit tax on domestic crude oil. It also renders declaratory judgments regarding the qualification or continuing qualification (including revocations of rulings on the exemptions) of retirement plans.

The Tax Court has jurisdiction to render declaratory judgments with respect to exempt organization status determinations pursuant to section 501(c)(3), Internal Revenue Code, and to enter declaratory judgments on the tax treatment of interest on proposed issues of Government obligations. In addition, the court has jurisdiction over actions to restrain disclosure and to obtain additional disclosure with respect to public inspection of written determinations issued by the Internal Revenue Service, and actions to compel the disclosure of the identity of third-party contacts relating to written determinations made by the Internal Revenue Service.

For 1989, the court proposes a trial program of 400 weeks consisting of 230 weeks of regular trial sessions and 170 weeks of small tax case sessions. Trials are held in approximately 80 cities throughout the United States. Ninety to ninety-five percent of the Federal tax trial work occurs in the U.S. Tax Court.

The actual and estimated work volume of the court is presented in the following tabulation:

	1987 actual	1988 estimate	1989 estimate
Pending, beginning year	83,686	81,549	78,899
Docketed during year	42,623	42,000	42,000
Reopened during year	322	350	350
Disposed of during year	45,082	45,000	45,000
Pending, end of year	81,549	78,899	76,249

STATEMENT CONCERNING GENERAL PROVISIONS

Traditionally, the Treasury, Postal Service, and General Government appropriation bill has included general provisions which govern both the activities of the agencies covered by the bill, and, in some cases, activities of agencies, programs, and general government activities that are not covered by the bill. Those general provisions that are Governmentwide in scope are contained in title VI of this bill.

The bill contains a number of general provisions that have been carried in this bill for years and which are routine in nature and scope. At the same time, the Committee has included a number of new general provisions in the bill which are explained under this section of the report. Those general provisions that deal with a single agency only are shown immediately following that particular agency or departments appropriation accounts in the bill. Those general provisions that address activities or directives affecting all of the agencies covered in this bill are contained in title V of the bill.

TITLE V—GENERAL PROVISIONS

THIS ACT

The Committee has recommended retention of the following title V general provisions contained in the House-passed bill:

Section 501 regarding certain travel limitations pursuant to agency budget justifications;

Section 502 regarding certain employment practices regarding veterans;

Section 503 regarding establishment of offices outside of the District of Columbia;

Section 504 limiting the use of appropriated funds to the current fiscal year;

Section 505 regarding consultant services;

Section 506 regarding employment of veterans in certain jobs performed in Federal buildings;

Section 507 regarding the advertising of wine and distilled spirits;

Section 508 regarding prohibitions of competitive procurement of electric utility service under certain circumstances;

Section 510 regarding the elimination of existing requirements for surety bonds;

Section 511 regarding enforcement of section 307 of the Tariff Act;

Section 512 prohibiting the transfer of control over the Federal Law Enforcement Training Center, and modifies language to include Marana, AZ;

Section 513 regarding the use of funds for certain propaganda purposes;

Section 514 prohibiting use of funds appropriated in this act from being used to prevent certain Federal employees from contacting their Congressman;

Section 516 prohibiting abortion coverage in Federal employees health plans except under certain circumstances;

Section 517 addresses certain conditions placed upon the language contained in section 516;

Section 520 regarding executive seminar centers for the Office of Personnel Management;

Section 523 providing that funds in this act shall be available as authorized by 5 U.S.C. 4501–4506;

Section 524 which grants special pay relief to certain Federal employees under certain circumstances; and

Section 525 regarding limitation on use of funds to contract out positions or downgrade the position classification of the Bureau of Engraving and Printing Police Force.

The Committee has recommended deletion of the following title V sections included in the House-passed bill:

Section 509 regarding the closing of a Federal facility in Sacramento, CA;

Section 515 regarding a prohibition against use of certain funds from being obligated for certain vehicles unless certain mileage requirements are met;

Section 518 regarding use of funds from National Defense Stockpile Transaction fund to evaluate, test, relocate, upgrade or purchase stockpile materials;

Section 519 regarding the port-of-arrival-immediate-release and enforcement-determination program at Customs;

Section 521 regarding availability of funds for upgrading and acquisition of first-tier strategic materials; and

Section 522 regarding a Federal lease of property in Tacoma, WA.

The Committee has recommended inclusion of two title V general provisions that were not included in the House-passed bill:

Section 506 that addresses a "Buy America" provision regarding the procurement of hand or measuring tools; and

Section 517 that addresses a "Buy America" provision regarding the procurement of stainless steel flatware.

TITLE VI—GENERAL PROVISIONS

DEPARTMENTS, AGENCIES, AND CORPORATIONS

FEDERAL LAW ENFORCEMENT TRAINING

Congress' concept of Governmentwide, consolidated law enforcement training was directed at promoting the highest quality training at the most reasonable cost through multiple agency support and use. The Federal Law Enforcement Training Center [FLETC] was established as the single interagency training organization for Federal law enforcement agencies. FLETC, through its principal facility in Glynco, GA, and other satellite locations as have been approved by the Congress, serves the basic and advanced training needs of over 60 separate Federal agencies. It is the Committee's intention to ensure that the widest possible use is made of consolidated training under FLETC's auspices. The Committee notes that FLETC facilities are being expanded to meet the increased law enforcement training needs of the Federal Government. The Committee also notes that there is inherent capacity for further development of FLETC facilities in the event that any Federal agency is able to justify its need for new or additional facilities. The Committee directs that no executive branch agency, including the GSA, may purchase, construct, and/or lease any additional facilities, which are not within or contiguous to existing locations, to be used for the purpose of conducting Federal law enforcement training, without the specific approval of the House and Senate Committees on Appropriations.

FTS-2000

The Committee recommends acceptance of the House language concerning prohibitions on procurement of additional telecommunications systems by certain agencies because this amendment ensures compliance with current law and should provide a significant savings to the Federal Government. The General Services Administration is in the process of replacing the Government's costly and outdated telecommunications system through the FTS 2000 project. Under Public Law 89–306 as amended (the Brooks Act), GSA is given sole authority for procurement of all ADP and telecommunications resources in the Government except for certain military critical systems. The act also provides agencies with an appeal process if agency requests are denied by GSA. It appears, however, that the Department of Defense intends to commit resources for such a system without obtaining the necessary authority under the law. The amendment ensures that before the military commits to the expenditure of scarce tax dollars on unnecessarily duplicative or redundant systems, the Department of Defense first determine that its needs can be met by the FTS 2000 system. Additionally, the Committee is under the impression that adding DOD to the FTS 2000 procurement will increase the economies of scale and reduce the over price of the system to the Government.

SENIOR EXECUTIVE SERVICE LAST MOVE HOME

The Committee has included bill language, which has passed the Senate on two occasions, that would permit Federal agencies to reimburse senior executives, upon retirement, for the costs of their last move home. Currently, military and foreign service personnel who are relocated by the Government during their Government service receive this benefit.

The Committee has included this language because the Federal Government currently loses the expertise of some of its most experienced senior executives due to the current lack of a last move home benefit. For example, when asked by their agencies to relocate, senior executives with 25 years of Governmnent service will frequently opt for a discontinued service retirement at a reduced annuity rather than leave the place where they and their families have settled. The prospect of uprooting and then shouldering the expense of returning in a relatively short time outweighs their desire to continue in Government service.

Providing these individuals in the senior ranks of the Federal Government with last move home benefits would remove a serious financial disincentive to continuation of their careers. At the same time, the Federal Government will have the chance to retain and make use of some of its most skilled and experienced civil servants who would otherwise become unavailable for Federal service.

The Committee's language will not require any new appropriations. Agencies that would benefit from this provision would absorb all costs.

The Committee has included all of the sections contained in title VI of the House-passed bill except House numbered sections:

Section 610 prohibiting the use of funds for certain purchase contract payments;

Section 616 establishing the criteria for the establishment of day care centers for Federal employees (this provision was made permanent in the continuing resolution, 1988—Public Law 100–202);

Section 621 regarding certain directives for employee disclosure agreements;

Section 622 regarding establishment of a pay raise for Federal employees, both military and civilian;

Sections 623 to 626 regarding the disposition of excess silver; and

Section 628 that makes a drug-free workplace a condition of receiving Federal funding or assistance.

The Committee has included three additional title VI general provisions requested by the President in his fiscal year 1989 budget and not included in the House bill:

Section 622 regarding limitations on the obligation of funds under certain Government contracts;

Section 624 regarding interagency funding of national security and emergency preparedness telecommunications initiatives; and

Section 625 regarding a deletion of text in the fiscal year 1988 Treasury, Postal Service, and Geveral Government Appropriations Act of 1988.

The Committee has recommended inclusion of the following title VI general provisions, not requested by the President, nor included in the House bill:

Section 619 that provides for a Governmentwide pay increase for all civilian and military Federal employees, except Members of Congress (the House pay provision was stricken and the Committee-recommended provision included);

Section 620 that precludes any Federal agency from purchasing, constructing, and/or leasing additional law enforcement training facilities without advance approval of the Committees on Appropriations of the House and Senate;

Section 621 regarding protection of certain GSA stockpile management staff;

Section 626 that would permit Federal agencies to reimburse senior executives of the Federal Government, upon retirement, for the costs of their last move home. Currently, military and foreign service personnel who are relocated by the Government during their Government service receive this benefit.

Section 629 which directs that the pay raise for civilian Federal employees be abosrbed from within levels appropriated in this bill.

The Committee has also modified section 612 of the House bill, with a proviso that would call for a reduction in levels of service and space for Federal agencies that do not pay their required level of standard level user charges, due to reductions in SLUC in appropriations acts.

COMPLIANCE WITH PARAGRAPH 7, RULE XVI, OF THE STANDING RULES OF THE SENATE

Paragraph 7 of rule XVI requires that Committee reports on general appropriations bills identify each Committee amendment to the House bill "which proposes an item of appropriation which is not made to carry out the provisions of an existing law, a treaty stipulation, or an act or resolution previously passed by the Senate during that session."

In title I the Committee recommends the following appropriations which lack authorization:

$83,000,000 for Departmental Offices, salaries and expenses;

$34,664,000 for Federal Law Enforcement Training Center, salaries and expenses;

$25,000,000 for Federal Law Enforcement Training Center, acquisition, construction, improvements and related expenses;

$276,000,000 for Financial Management Service, salaries and expenses;

$240,000,000 for Bureau of Alcohol, Tobacco and Firearms, salaries and expenses;
$1,046,000,000 for U.S. Customs Service, salaries and expenses;
$142,262,000 for operation and maintenance, Air Interdiction Program, U.S. Customs Service;
$46,000,000 for U.S. Mint, salaries and expenses;
$219,430,000 for Bureau of the Public Debt, salaries and expenses;
$87,165,000 for Internal Revenue Service, salaries and expenses;
$1,691,076,000 for Internal Revenue Service, processing tax returns;
$1,849,581,000 for Internal Revenue Service, examinations and appeals;
$1431,058,000 for Internal Revenue Service, investigation, collection, and taxpayer service; and
$354,500,000 for U.S. Secret Service, salaries and expenses.

In title IV, the Committee recommends the following appropriations which lack authorization:

- $1,865,000 for the Administrative Conference of the United States
- General Services Administration:
  - New construction projects:
    - Connecticut:
      - Bridgeport, $4,138,000
      - Hartford, $6,612,000
    - Florida:
      - Lakeland, $15,000,000
    - Illinois:
      - Champaign-Urbana, $8,316,000
    - Louisiana:
      - Baton Rouge, $16,758,000
    - Michigan:
      - Detroit, $10,197,000
    - Minnesota:
      - International Falls, $260,000
    - New Jersey:
      - Camden, $18,728,000
      - Newark, $250,000
      - Paterson, $6,552,000
      - Trenton, $25,939,000
    - New Mexico:
      - Albuquerque, $5,000,000
    - New York:
      - New York City, $7,000,000
    - Virgin Islands:
      - St. Croix, $8,827,000
  - Repairs and alterations:
    - Alaska:
      - Juneau, $24,700,000

General Services Administration—Continued

- Repairs and alterations—Continued
  - Alabama:
    - Montgomery, $515,000
  - Arkansas:
    - Pine Bluff, $2,084,000
  - California:
    - San Francisco, $20,000,000
    - Santa Ana, $1,406,000
    - San Diego, $1,742,000
  - District of Columbia:
    - Eight projects, totaling $9,640,000
  - Florida:
    - Jacksonville, $6,889,000
    - Miami, $1,415,000
  - Hawaii:
    - Honolulu, $5,680,000
  - Kentucky:
    - Louisville, $9,435,000
  - Louisiana:
    - New Orleans, $10,245,000 (Boggs Building)
    - New Orleans, $1,672,000 (Customhouse)
  - Maryland:
    - Avondale, $6,500,000
    - Woodlawn, $7,030,000
    - Baltimore, $800,000 (Garmatz Building)
    - Suitland, #3, $1,926,000
    - Suitland, #4, $817,000
    - Baltimore, Fallon Building, $6,901,000
  - Massachusetts:
    - Boston, $10,000,000 (Kennedy Building)
    - Boston, McCormack Building, $3,000,000
  - Missouri:
    - Overland, $3,059,000
  - Mississippi:
    - Jackson, $2,143,000
  - New Jersey:
    - Newark, $5,201,000
    - Trenton, $1,417,000
  - New Mexico:
    - Albuquerque, Chavez Building, $3,207,000
    - Albuquerque, Federal Building, $1,967,000
  - New York:
    - Brooklyn, $16,000,000
    - Rochester, $6,800,000
    - New York, $4,300,000

General Services Administration—Continued
- Repairs and alterations—Continued
  - North Carolina:
    - Asheville, $2,900,000
  - Ohio:
    - Cleveland, $5,836,000
  - Pennsylvania:
    - Philadelphia, Green Building, $1,200,000
    - Philadelphia, SSA, $950,000
  - South Carolina:
    - Charleston, $1,275,000
  - Tennessee:
    - Memphis, $9,466,000
  - Texas:
    - Austin, Federal Building, $3,241,000
    - Austin, IRS, $3,282,000
    - Austin, Post Office, $7,995,000
    - Houston, $8,008,000
    - Lubbock, $3,674,000
  - Utah:
    - Salt Lake City, $2,543,000
  - Virginia:
    - McLean, CIA, headquarters, $2,336,000
    - McLean, CIA, printing plant, $746,000
    - Reston, $1,336,000
    - Arlington, $593,000
    - Richmond, $3,287,000
  - Vermont:
    - Burlington, $4,100,000
  - Wisconsin:
    - Milwaukee, $7,586,000
  - Capital improvements of United States-Mexico border facilities, $75,799,000
  - Other GSA projects/provisions:
    - Lease/purchase of Oakland, CA; San Francisco, CA; Department of Transportation; and Environmental Protection Agency building projects;
    - $1,500,000 for relocation of certain facilities in Kauai, HI;
    - $800,000 set aside within "General management and administration" account for certain costs in support of congressional district and Senate State offices;
    - $10,000 earmarked within "Office of Inspector General" account for payment for information and detection of fraud against the Government.

COMPLIANCE WITH PARAGRAPH 12, RULE XXVI OF THE STANDING RULES OF THE SENATE

Paragraph 12 of rule XXVI requires that Committee reports on a bill or joint resolution repealing or amending any statute or part of any statute include "(a) the text of the statute or part thereof which is proposed to be repealed; and (b) a comparative print of that part of the bill or joint resolution making the amendment and of the statute or part thereof proposed to be amended, showing by stricken-through type and italics, parallel columns, or other appropriate typographical devices the omissions and insertions which would be made by the bill or joint resolution if enacted in the form recommended by the committee."

In compliance with this rule, the following changes in existing law proposed to be made by the bill are shown as follows: existing law to be omitted is enclosed in black brackets; new matter is printed in italic; and existing law in which no change is proposed is shown in roman.

Section 625 of the bill amends section 1105 of title 31, United States Code, as follows:

§ 1105. Budget contents and submission to Congress

(e)(1) The President shall submit with materials related to each budget transmitted under subsection (a) on or after January 1, 1985, an analysis for the ensuing fiscal year that shall identify requested appropriations or new obligational authority and outlays for each major program that may be classified as a public civilian capital investment program and for each major program that may be classified as a military capital investment program, and shall contain summaries of the total amount of such appropriations or new obligational authority and outlays for public civilian capital investment programs and summaries of the total amount of such appropriations or new obligational authority and outlays for military capital investment programs. [In addition, the analysis under this paragraph shall contain—

(A) an estimate of the current service levels of public civilian capital investment and of military capital investment and alternative high and low levels of such investments over a period of ten years in current dollars and over a period of five years in constant dollars;

(B) the most recent assessment analysis and summary, in a standard format, of public civilian capital investment needs in each major program area over a period of ten years;

(C) an identification and analysis of the principal policy issues that affect estimated public civilian capital investment needs for each major program; and

(D) an identification and analysis of factors that affect estimated public civilian capital investment needs for each major program, including but not limited to the following factors:

(i) economic assumptions;

(ii) engineering standards;

(iii) estimates of spending for operation and maintenance;

(iv) estimates of expenditures for similar investments by State and local governments; and

(v) estimates of demand for public services derived from such capital investments and estimates of the service capacity of such investments.

To the extent that any analysis required by this paragraph relates to any program for which Federal financial assistance is distributed under a formula prescribed by law, such analysis shall be organized by State and within each State by major metropolitan area if data are available.]

Section 626 of the bill amends section 5724(a) of title 5, United States Code, as follows:

§ 5724. Travel and transportation expenses of employees transferred; advancement of funds; reimbursement on commuted basis

(a) Under such regulations as the President may prescribe and when the head of the agency concerned or his designee authorizes or approves, the agency shall pay from Government funds—

(1) the travel expenses of an employee transferred in the interest of the Government from one official station or agency to another for permanent duty, and the transportation expenses of his immediate family, or a commutation thereof under section 5704 of this title; **[and]**

(2) the expenses of transporting, packing, crating, temporarily storing, draying, and unpacking his household goods and personal effects not in excess of 11,000 pounds net weight**[.]**; *and*

(3) upon the separation of a career appointee (as defined in section 3132(a)(4) of this title), the travel expenses of that individual, the transportation expenses of the immediate family of such individual, and the expenses of moving (including transporting, packing, crating, temporarily storing, draying, and unpacking) the household goods of such individual and personal effects not in excess of 18,000 pounds net weight, to the place where the individual will reside within the United States, its territories or possessions, the Commonwealth of Puerto Rico, or the areas and installations in the Republic of Panama made available to the United States pursuant to the Panama Canal Treaty of 1977 and related agreements, as described in section 3(a) of the Panama Canal Act of 1979 (or, if the individual dies

before the travel, transportation, and moving is completed, to the place where the family will reside) if such individual—

(A) has previously been transferred in the interest of the Government from one official station or agency to another for permanent duty as a career appointee in the Senior Executive Service; and

(B) is eligible to receive an annuity upon such separation under the provisions of subchapter III of chapter 83 or of chapter 84 of this title.

BUDGETARY IMPACT OF BILL

PREPARED BY THE CONGRESSIONAL BUDGET OFFICE PURSUANT TO SEC. 308(a), PUBLIC LAW 93-344, AS AMENDED

[In millions of dollars]

	Budget authority		Outlays	
	Committee allocation	Amount in bill	Committee allocation	Amount in bill
Comparison of amounts in the bill with the Committee allocation to its subcommittees of amounts in the First Concurrent Resolution for 1989: Subcommittee on Treasury Postal Service	15.61	15,475	15.54	[1] 15,423
Projections of outlays associated with budget authority recommended in the bill:				
1989				[2] 14,025
1990				1,308
1991				136
1992				18
1993 and future year				6
Financial assistance to State and local governments for 1989 in the bill				

	Direct loans	Loan guarantees
Credit authority estimates, fiscal year 1989		

[1] Includes outlays from prior-year budget authority.

[2] Excludes outlays from prior-year budget authority.

NOTE.—Reflects scorekeeping adjustment for IRS.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1988 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1989

[Amounts in dollars]

Item (1)	1988 appropriation (2)	Budget estimate (3)	House allowance (4)	Committee recom-mendation (5)	Senate committee recommendation compared with (+ or -) 1988 appropriation (6)	Budget estimate (7)	House allowance (8)
TITLE I - DEPARTMENT OF THE TREASURY							
Office of the Secretary:							
Salaries and expenses..............................	55,681,000	83,681,000	59,618,000	83,000,000	+27,319,000	-681,000	+23,382,000
International affairs..............................	23,422,000	---	24,063,000	---	-23,422,000	---	-24,063,000
Federal Law Enforcement Training Center:							
Salaries and Expenses..............................	28,672,000	26,525,000	31,018,000	34,664,000	+5,992,000	+8,139,000	+3,646,000
Facilities, acquisition and related expenses......	---	---	---	25,000,000	+25,000,000	+25,000,000	+25,000,000
Financial Management Service:							
Salaries and expenses..............................	265,000,000	280,461,000	280,461,000	276,000,000	+11,000,000	-4,461,000	-4,461,000
Bureau of Alcohol, Tobacco and Firearms...............	217,531,000	218,503,000	231,003,000	240,000,000	+22,469,000	+21,497,000	+8,997,000
United States Customs Service:							
Salaries and expenses..............................	966,000,000	966,903,000	1,004,821,000	1,046,000,000	+80,000,000	+79,097,000	+41,179,000
Operations and maintenance, air interdiction program..	140,000,000	142,262,000	132,262,000	142,262,000	+2,262,000	---	+10,000,000
Customs forfeiture fund (limitation on availability of deposits)......................	10,000,000	10,000,000	10,000,000	10,000,000	---	---	---
Customs services at small airports (to be derived from fees collected)............................	486,000	1,588,000	1,588,000	1,588,000	+1,102,000	---	---
Total, United States Customs Service............	1,116,486,000	1,120,753,000	1,148,671,000	1,199,850,000	+83,364,000	+79,097,000	+51,179,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1988 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1989—Continued

[Amounts in dollars]

Item	1988 appropriation	Budget estimate	House allowance	Committee recom-mendation	Senate committee recommendation compared with (+ or -)		
					1988 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Payment to the Government of Puerto Rico	7,800,000	---	---	---	-7,800,000	---	---
United States Mint:							
Salaries and expenses	42,000,000	47,869,000	47,869,000	46,000,000	+4,000,000	-1,869,000	-1,869,000
Bureau of the Public Debt	215,000,000	242,840,000	242,840,000	219,430,000	+4,430,000	-23,410,000	-23,410,000
Payment of Government losses in shipment	400,000	960,000	960,000	960,000	+560,000	---	---
Internal Revenue Service:							
Salaries and expenses	87,165,000	94,547,000	94,547,000	87,165,000	---	-7,382,000	-7,382,000
Processing tax returns	1,691,076,000	1,850,134,000	1,850,134,000	1,691,076,000	---	-159,058,000	-159,058,000
Examinations and appeals	1,849,581,000	1,864,819,000	1,864,819,000	1,849,581,000	---	-15,238,000	-15,238,000
Investigation, collection, and taxpayer service	1,431,058,000	1,490,225,000	1,490,225,000	1,431,058,000	---	-59,167,000	-59,167,000
Total, Internal Revenue Service	5,058,880,000	5,299,725,000	5,299,725,000	5,058,880,000	---	-240,845,000	-240,845,000
United States Secret Service	367,000,000	352,000,000	362,000,000	354,500,000	-12,500,000	+2,500,000	-7,500,000
Total, title I, Department of the Treasury: New budget (obligational) authority	7,397,872,000	7,673,317,000	7,728,228,000	7,538,284,000	+140,412,000	-135,033,000	-189,944,000
TITLE II - POSTAL SERVICE							
Payment to the Postal Service Fund	517,000,000	527,482,000	436,417,000	436,417,000	-80,583,000	-91,065,000	---
Payment to the Postal Service Fund for nonfunded liabilities	1,000	---	---	---	-1,000	---	---

TITLE III - EXECUTIVE OFFICE OF THE PRESIDENT

Compensation of the President........................	250,000	250,000	250,000	250,000	---	---	---
Office of Administration............................	16,000,000	16,900,000	16,900,000	16,800,000	+800,000	-100,000	-100,000
White House Conference for a Drug Free America........	2,500,000	---	---	---	-2,500,000	---	---
The White House Office..............................	26,426,000	27,950,000	27,950,000	27,950,000	+1,524,000	---	---
Executive Residence at the White House................	7,403,000	5,698,000	5,698,000	5,698,000	-1,705,000	---	---
Official Residence of the Vice President..............	258,000	258,000	258,000	258,000	---	---	---
Special Assistance to the President..................	2,163,000	2,199,000	2,199,000	2,199,000	+36,000	---	---
Council of Economic Advisers.........................	2,500,000	2,787,000	2,787,000	2,787,000	+287,000	---	---
Office of Policy Development.........................	3,000,000	3,000,000	3,000,000	3,000,000	---	---	---
National Critical Materials Council..................	350,000	178,000	178,000	300,000	-50,000	+122,000	+122,000
National Security Council............................	5,000,000	5,100,000	5,100,000	5,100,000	+100,000	---	---
Office of Management and Budget......................	39,000,000	39,780,000	39,780,000	39,500,000	+500,000	-280,000	-280,000
Expenses of management improvement...................	---	5,900,000	---	2,950,000	+2,950,000	-2,950,000	+2,950,000
Office of Federal Procurement Policy.................	2,300,000	2,353,000	2,353,000	2,353,000	+53,000	---	---
Unanticipated needs..................................	1,000,000	1,000,000	1,000,000	1,000,000	---	---	---
Total, title III, new budget (obligational) authority, Executive Office of the President..	108,150,000	113,353,000	107,453,000	110,145,000	+1,995,000	-3,208,000	+2,692,000

TITLE IV - INDEPENDENT AGENCIES

Administrative Conference of the United States........	1,865,000	1,865,000	1,865,000	1,865,000	---	---	---
Advisory Commission on Intergovernmental Relations....	1,378,000	1,275,000	1,275,000	1,040,000	-338,000	-235,000	-235,000
Advisory Committee on Federal Pay.....................	200,000	205,000	205,000	---	-200,000	-205,000	-205,000
Committee for Purchase from the Blind and Other Severely Handicapped..............................	850,000	862,000	862,000	862,000	+12,000	---	---
Federal Election Commission..........................	14,174,000	15,433,000	15,433,000	15,433,000	+1,259,000	---	---
General Services Administration:							
Federal Buildings Fund:							
Limitation on availability of revenue:							
1. Construction & acquisition of facilities.	(115,036,000)	(233,839,000)	(92,139,000)	(137,147,000)	(+22,111,000)	(-96,692,000)	(+45,008,000)
2. Repairs and alterations..................	(472,945,000)	(538,251,000)	(550,673,000)	(517,424,000)	(+44,479,000)	(-20,827,000)	(-33,249,000)
3. Payment on purchase contracts............	(133,105,000)	(142,450,000)	(142,450,000)	(133,000,000)	(-105,000)	(-9,450,000)	(-9,450,000)
4. Rental of space..........................	(1,169,532,000)	(1,200,000,000)	(1,200,000,000)	(1,177,532,000)	(+8,000,000)	(-22,468,000)	(-22,468,000)

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1988 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1989—Continued

[Amounts in dollars]

Item (1)	1988 appropriation (2)	Budget estimate (3)	House allowance (4)	Committee recom-mendation (5)	Senate committee recommendation compared with (+ or −)		
					1988 appropriation (6)	Budget estimate (7)	House allowance (8)
5. Real property operations..................	(805,384,000)	(881,703,000)	(881,703,000)	(882,000,000)	(+76,616,000)	(+297,000)	(+297,000)
6. Program direction & centralized services.	(48,014,000)	(49,740,000)	(49,740,000)	(49,000,000)	(+986,000)	(-740,000)	(-740,000)
7. Design and construction services.........	(110,036,000)	(136,698,000)	(136,698,000)	(130,000,000)	(+19,964,000)	(-6,698,000)	(-6,698,000)
Total, Federal Buildings Fund: (Limitations).........................	(2,854,052,000)	(3,182,681,000)	(3,053,403,000)	(3,026,103,000)	(+172,051,000)	(-156,578,000)	(-27,300,000)
Federal Supply Service:							
Operating expenses............................	69,600,000	47,829,000	47,829,000	47,000,000	-22,600,000	-829,000	-829,000
Federal property resources service................	12,000,000	12,109,000	12,109,000	12,000,000	---	-109,000	-109,000
National defense stockpile transaction fund.......	10,000,000	---	18,000,000	27,000,000	+17,000,000	+27,000,000	+9,000,000
(Limitation on administrative expenses)...........	(35,000,000)	---	---	---	(-35,000,000)	---	---
General management and administration............	122,500,000	122,774,000	122,774,000	122,774,000	+274,000	---	---
Expenses, presidential transition.................	---	3,000,000	3,000,000	3,000,000	+3,000,000	---	---
Real property relocation..........................	5,000,000	50,000,000	16,000,000	10,000,000	+5,000,000	-40,000,000	-6,000,000
Information Resources Management Service..........	31,193,000	36,835,000	36,835,000	33,000,000	+1,807,000	-3,835,000	-3,835,000
Office of the Inspector General...................	24,334,000	25,400,000	25,400,000	25,000,000	+666,000	-400,000	-400,000
Allowances and Office Staff for Former Presidents................................	1,198,000	1,431,000	1,431,000	1,400,000	+202,000	-31,000	-31,000
Total, General Activities..................	206,225,000	251,549,000	235,549,000	234,174,000	+27,949,000	-17,375,000	-1,375,000
Total, General Services Administration......	275,825,000	299,378,000	283,378,000	281,174,000	+5,349,000	-18,204,000	-2,204,000

National Archives and Records Administration..........	116,000,000	117,862,000	125,962,000	117,862,000	+1,862,000	---	-8,100,000
Office of Personnel Management:							
Salaries and expenses:							
Appropriation..................................	101,834,000	107,477,000	107,477,000	108,977,000	+7,143,000	+1,500,000	+1,500,000
Limitation.....................................	(67,746,000)	(77,017,000)	(77,017,000)	(77,017,000)	(+9,271,000)	---	---
Government payment for annuitants, employees health benefits..................................	1,788,931,000	2,374,414,000	2,374,414,000	2,374,414,000	+585,483,000	---	---
Payment to civil service retirement and disability fund................................	4,720,913,000	4,858,668,000	4,858,668,000	4,858,668,000	+137,755,000	---	---
Total, Office of Personnel Management...........	6,611,678,000	7,340,559,000	7,340,559,000	7,342,059,000	+730,381,000	+1,500,000	+1,500,000
Merit Systems Protection Board:							
Salaries and expenses:							
Appropriation..................................	20,957,000	20,488,000	20,488,000	20,488,000	-469,000	---	---
Limitation.....................................	(1,200,000)	(1,400,000)	(1,400,000)	(1,400,000)	(+200,000)	---	---
Office of special counsel.........................	4,673,000	4,761,000	4,761,000	5,000,000	+327,000	+239,000	+239,000
Total, Merit Systems Protection Board...........	25,630,000	25,249,000	25,249,000	25,488,000	-142,000	+239,000	+239,000
Federal Labor Relations Authority.....................	17,576,000	17,540,000	17,540,000	17,540,000	-36,000	---	---
Total, federal personnel activities.............	6,654,884,000	7,383,348,000	7,383,348,000	7,385,087,000	+730,203,000	+1,739,000	+1,739,000
United States Tax Court..............................	27,500,000	29,345,000	29,345,000	29,345,000	+1,845,000	---	---
Total, title IV, Independent Agencies:							
New budget (obligational) authority.........	7,092,676,000	7,849,573,000	7,841,673,000	7,832,668,000	+739,992,000	-16,905,000	-9,005,000
(Limitations)................................	(2,957,998,000)	(3,261,098,000)	(3,131,820,000)	(3,104,520,000)	(+146,522,000)	(-156,578,000)	(-27,300,000)
Grand total, titles I, II, III and IV:							
New budget (obligational) authority.........	15,115,699,000	16,163,725,000	16,113,771,000	15,917,514,000	+801,815,000	-246,211,000	-196,257,000
(Limitations)................................	(2,957,998,000)	(3,261,098,000)	(3,131,820,000)	(3,104,520,000)	(+146,522,000)	(-156,578,000)	(-27,300,000)